THE SURVEY

Vol. LXIX. No. 8 MONTHLY August 1933

CONTENTS

FRONTISPIECE....*The Henry Street Settlement's Summer Camp* 274
AN INTERSTATE AUTHORITY FOR UNEMPLOYMENT INSURANCE....*Frances Perkins* 275
WHEN FAMILIES WON'T BEHAVE....*Gertrude Springer* 277
EBB-TIDE OF EMPLOYMENT....*Margaret H. Hogg* 279
THE BAROMETER OF BOOKS....*Beatrice Sawyer Rossell* 280
NEW STANDARDS FOR UNEMPLOYMENT INSURANCE *Abraham Epstein* 281
A COMMUNITY LEARNING HOW TO PLAY *Ruth A. Lerrigo* 283
TWO MONTHS OF THE NEW DEAL IN FEDERAL RELIEF *Russell H. Kurtz* 284
LOCAL RELIEF AGENCIES.... 285
MINIMUM STANDARDS OF SERVICE.... 286
TYPES OF RELIEF.... 287
RULES FOR WORK-RELIEF.... 288
BARTER QUESTIONNAIRE.... 289
WILL THE CODES ABOLISH CHILD LABOR? *Gertrude Folks Zimand* 290
THESE TWO....*Henrietta R. Smedes* 291
COMMON WELFARE.... 292
SOCIAL PRACTICE.... 294
HEALTH.... 296
BOOKS.... 298
COMMUNICATIONS.... 301
GOSSIP.... 303

Files of The Survey will be found in public and college libraries. All issues are indexed in the Readers' Guide to Periodical Literature. Ask the Librarian.

SURVEY ASSOCIATES, INC.

Publication Office, 10 Ferry Street, Concord, N. H.

General Office, 112 East 19 Street, New York, to which all correspondence should be addressed.

THE SURVEY—Monthly—$3.00 a Year

SURVEY GRAPHIC—Monthly—$3.00 a Year

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary;* ARTHUR KELLOGG, *treasurer.*

PAUL U. KELLOGG, *editor.*

ARTHUR KELLOGG, *managing editor;* MARY ROSS, BEULAH AMIDON, LEON WHIPPLE, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, *associate editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, JANE ADDAMS, JOSEPH K. HART, HAVEN EMERSON, M.D., ROBERT W. BRUÈRE, JOANNA C. COLCORD, *contributing editors.*

MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

SO THEY SAY

Our genius for not obeying superfluous laws is immense.—*David Cushman Coyle, New York.*

It is possible to be learned and not have any sense.—*William Lyons Phelps, New Haven, Conn.*

No relief system can be popular long. It shouldn't be.—*John F. Hall, Community Fund, Seattle.*

When anyone endeavors to re-educate the world he has a difficult and long-drawn-out task.—*Newton D. Baker, Cleveland.*

The school and the social order must be saved together or they will sink together.—*Glenn Frank, president, University of Wisconsin.*

Private social work seems, these days, to have no responsibilities and no obligations,—just opportunities.—*Neva R. Deardorff, New York.*

Our municipal rulers . . . appear willing to do anything for the taxpayer except to get off his back.—*Judge Samuel Seabury, New York.*

It isn't human beings that make this a different world now; it's merely facilities and inventions.—*Adolph Lewisohn, New York, on his eighty-fourth birthday.*

Universities would be in a better position if they did not have to do so much nursing of the student body.—*Robert M. Hutchins, president, University of Chicago.*

We could pay all local government costs except education by giving up smoking, gum-chewing and beauty treatments.—*C. A. Dykstra, city manager, Cincinnati.*

A great deal of our research does more to make facts shut up than to make them speak for themselves.—*Harry Elmer Barnes to New York Social Work Publicity Council.*

Every advance in social organization requires some surrender of individual freedom by the majority and the ultimate coercion of a destructive minority.—*Owen D. Young.*

This is the very bedevilment of war—it poses a situation where there is no really right thing to be done about it.—*Rev. Harry Emerson Fosdick, Riverside Church, New York.*

If we have to face the alternative of having the government waste money or the rich save money, the former is preferable.—*Quoted by Harold S. Buttenheim, New York.*

The best way to provide medical care for all the people is to make it possible for all the people to have an income substantial enough to pay for it.—*Samuel Goldsmith, Chicago.*

His [the Negro's] ability to make the most of a bad deal from which there seemed no possible escape will always be one of America's strange romances.—*James H. Hubert, Urban League, New York.*

If we are content with grafting certain temporizing procedures on a highly unsocialized industrial organism then let us not delude ourselves into thinking that such legislation is really social.—*Peter Kasius, Provident Association, St. Louis.*

When we think ourselves so smart that we extend our paternalism [in relief] to the point where we take over the work of the mothers and fathers of the country, we are riding for a fall.—*William B. Rodgers, Pennsylvania State Emergency Relief Board.*

Especially would I pay tribute to that army of men, women and children whose unhappy position we have striven to improve. From their almost mute faith in our institutions there should come the strength to build anew, that never again, God willing, shall another such army be necessary to satisfy man's greed.—*James M. Langley, chairman New Hampshire Committee on Unemployment Relief, in official report to Governor Winant.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The sun shines bright and they're burned black as night — at Henry Street Settlement's summer camp miles from the East Side of New York

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

August
1933

Volume LXIX
No. 8

An Interstate Authority for Unemployment Insurance

By FRANCES PERKINS

From an Address by the Secretary of Labor at the Institute of Public Affairs, University of Virginia

WE have to take care of the unemployed in periods of grave depression. We in this country have been doing that job for several years largely through different forms of charity. This experience, I believe, has convinced our forward-looking men and women that some form of unemployment insurance or reserves should be set up in the different states so that in the future it may take the place of the breadline or other charities in helping to tide over a slump period for those who want work and lack it.

Compulsory reserves against the ordinary hazards of industrial unemployment are sound in principle, my experience and close studies of the subject lead me to conclude. With a system having the machinery to collect payments during periods of excess or stable employment on an actuarial basis, much of the distress which comes with the loss of employment, through no fault of the worker, could be greatly lessened.

No one has yet found a cure for unemployment although we are experimenting in that direction under the National Recovery Act, and in urging unemployment reserves I realize that its adoption would not mean the throwing up of economic bulwarks for all our wage-earners. If such a system is to succeed, if it is to be a benefit instead of a burden, if it is to be kept away from the entanglements of dole features, it must prove a going enterprise. Likewise—and equally important—politics must be kept from entering into its definition of benefits and its administration. Properly safeguarded, unemployment insurance would constitute a certain definite measure of security for many workers and their families. If they held such insurance, loss of jobs through no fault of their own would not leave them destitute and almost immediately the objects of public or private charity, as has been so often the case in recent years.

True, the payments they would receive would of necessity be below their average incomes when working, but even if such sums amounted to only ten dollars a week there would be an easing of the hardship and the worry that prevail in times of severe depression. Furthermore, relief funds, whether public or private, would go much further in supplementing insurance benefits than in being used in an effort to relieve the distress of the great mass of unemployed.

In order to get a sound and workable plan of unemployment insurance, free from criticism of possible political or business entanglements, I would suggest that a group of our industrial states might set up an Insurance Authority along the lines of the Port Authority of New York and New Jersey. Such a group, vested with the power to underwrite insurance in the states participating, could administer one fund with savings in overhead. Such an authority, its members appointed for long terms, would not change with every new state administration and political influences in the different states would carry little weight. It would be a public body and yet possess all the advantages of a corporate organization. The experience of New York and New Jersey with their Port Authority, a non-partisan group, indicates such bodies can function free of politics and strictly on sound business lines to the mutual advantage of states.

New York, New Jersey, Massachusetts, Connecticut,

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Pennsylvania and Ohio, all with large industrial interests in common, have been interested in unemployment insurance problems for several years. Perhaps in studying the question they may come to the conclusion that it would be advantageous to initiate an insurance authority for an experimental period at least. If it worked out, as I believe it would, they would be taking one of the most constructive and significant steps in our industrial history and point the way for other states to follow. Eventually such a system, if found practicable, would minimize the evils growing out of widespread unemployment. But whatever is done to establish a system will benefit the great army of workers. The end, rather than the means, is the main thing.

Wisconsin, the first state to pass unemployment insurance legislation, has a system which is still in the experimental stage. I realize that whatever is done in this field is bound to be in the nature of an experiment at the outset. Whatever we do, if we are to succeed, should be based on known quantities.

SURVEYS I have made here and abroad, convince me that to begin with there must be a sound actuarial principle and that all benefits be strictly limited. We have no reliable figures, however, upon which to base rates for various industries. The technique of the prevention of unemployment, as laid down in the National Recovery Act, is a long stride in the direction of stabilizing conditions. But if state insurance reserves are set up, it may be in cooperation with the terms of the recovery codes. This is a social as well as an industrial problem and the cost should be spread just as widely as possible.

The fund should be collected from fair but not excessive premiums, and should be safeguarded so that it will be adequate for the heavy drains of a widespread period of unemployment. For this reason, I believe that it would be wise to require a long waiting period, certainly as long as a month, before benefits can be paid. This could serve the insurance fund for emergencies which no degree of forethought or thrift on the part of the individual worker could provide for.

Next, I would recommend that the number of weeks of benefit be limited and that the benefits bear a definite relationship to the amount of contributions made or the premium paid. Premiums may be paid wholly by the employer, or by the employer and employe contributing, or by government participation where states desire it, but the cost should be assessed as one of the industrial hazards for which industry itself must provide. Employers build up reserves for payment of dividends to tide industry over lean years, and they should be looked to to provide for supplemental compensation to be paid to workers out of jobs through no fault of their own in the future.

I believe that an insurance authority, such as I have suggested, would furnish a practicable method of overcoming the complication of competition among the industries in different states, subject to different schedules of benefits under an unemployment insurance system and also as a method of keeping what is commonly called politics from entering into the legislative extension of the benefits and into the administration of the law.

England's experience with unemployment insurance is frequently cited as an illustration of its failure to work. But it should be remembered that the dole,—the payment of relief funds to all the unemployed—was dumped on England's unemployment insurance fund with benefits going to those who paid no premiums. The draft on the insurance fund for the dole and the heavy tax on the British treasury to bolster the fund so as to take care of thousands of the jobless for whom it had not been intended to provide, have done much to discredit unemployment insurance in this country.

Great Britain has had a system of unemployment insurance since 1911. The insurance fund was built up by contributions in relatively equal amounts by the employers, the employes and the government and in 1920 it was entirely solvent and had a large reserve. But the scheme, limited at the outset, was extended to all manual workers with certain exceptions, and to non-manual workers earning not more than $1000 a year. Later the act was amended to permit payment of benefits in advance to unemployed persons. This extension of the benefits from time to time can truthfully be called a dole.

I made a personal investigation of the British system less than two years ago [see Unemployment Insurance, by Frances Perkins, Survey Graphic, November 1931]. I visited local employment exchanges and insurance offices all over the country. I sat in at the table, in the sessions of the referees, and observed the procedure in Umpire's Court. I talked with employers and workers as well, in the mining, textile and shipbuilding trades, and I talked with those who are working as managers and as laborers in some of the new industries. I have had a fair knowledge of English social conditions in the past, and have known the slums and working-class sections of London and other great cities for many years.

There seemed to me no doubt that the compulsory insurance against the ordinary hazard of industrial unemployment has proved to be sound in principle in England, and that it, together with the social services which the government and county councils have been responsible for, are the base of the tremendous improvement in health, standard of living and morale of the English working people since the time of my last visit just before the War. The insurance law has removed devastating fear as an element in the situation and that in itself, combined with the absence of actual physical hunger, has done more than anything else to maintain the morale of the English people during these years of fear and depression.

Such blunders as those made in connection with unemployment insurance have been political in my judgment. From them the United States should be able to learn a valuable lesson when we set up some form of compulsory reserves against unemployment.

I favor a compulsory system because I believe it would provide an incentive for the stabilization of employment. The managers of industry would be exerting themselves to reduce their premiums just as they became interested in safety devices to cut their premiums under various state workmen's compensation laws.

Let us build up a system on an actuarial basis, make it compulsory and keep out politics and I believe we shall have a reserve fund of real aid to workers and their dependents in times when industry slows up, wages stop and jobs are not so plentiful.

Unemployment insurance is in no sense a cure for unemployment. It is, however, a technique of extending a well-known principle, to offer some protection for the individual against the hazard of unemployment, which as an individual he can in no way foresee or prevent.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

When Families Won't Behave

By GERTRUDE SPRINGER

What can an unskilled home visitor do when she finds that in families where relief is as adequate as conditions permit:

Children, under threat of parental whipping, are coming to the office to make special pleas?

Children and grown-ups too are making a practice of begging?

Children are being permitted, even sent, to hang around restaurants and explore garbage-cans?

"IT'S the little Rossi boy, Miss Bailey, one of Miss Wilson's families, and he says that his father will whip him if he doesn't see you."

Miss Bailey impaled a figure firmly with the point of her pencil and blinked up at her young secretary.

"Rossi? Rossi? Oh yes, it was the little girl he was going to whip last week, wasn't it? Well, I suppose we'd better write him a note." Regretfully she pushed aside the report that had to be finished by noon and thumbed the card-file. "Here we are. 'Rossi. Casual laborer. Eight children. Known to social agencies since 1917. See Confidential Exchange report.' Um-m. How well I know the Rossis. Take this please:

Dear Mr. Rossi: We have already explained to you the reason why we cannot discuss your affairs with your children. Miss Wilson will call on you at the usual time this week. If you are in a difficulty that will not wait either you or Mrs. Rossi should come here. Please do not send the children. It is useless.

"Type that right away please and give it to the child."

"Do you think he really will whip the little boy?" The secretary, who was new on the job, lingered a moment.

"I honestly don't know, Miss Floyd, and even if I did I wouldn't know what to do about it. He's probably been whipping his children every day since they could walk and twice on Sundays, and I suspect that the social workers who have known him since 1917 haven't been able to do much about it either. Just sign my name, please, put the carbon on Miss Wilson's desk and get the child out of the office."

"And that," she added to herself as she hunted for the lost figure, "is what they mean by hard-boiled social worker."

But the Rossis persisted in slipping in behind Miss Bailey's concentration. She remembered the family now. She had gone over the record with Miss Wilson the week before when a glib-tongued, shrewd-eyed girl of fourteen had tried her best to stage a scene in the office. Always on the ragged edge of dependency, frequently slipping over, the Rossis had shopped the social resources of the city for sixteen years and then resisted them. Settlements, churches, clinics, family societies had been in and out of the Rossi tenement and were no longer interested.

"And then I expect little Miss Wilson to make a model relief family out of them." Miss Bailey snapped off the point of her pencil and didn't care. "Miss Wilson, who never heard of case work till last winter, and never set foot in a school of social work. But I expect her to pick up the pieces that our gilt-edged social agencies have dropped. And she is just the kind of a girl who will wear herself out trying—Lord love her."

Reaching for a memo pad she wrote hastily:

Dear Miss Wilson: Don't worry about the Rossis. It's of no real importance if the children come to the office. We can always send them home again. Be sure you take them their food order on the tick, let them talk as much as you possibly have time for, and make the children's lives more bearable in any way you can. I know you'll be kind, but don't worry about them. A. R. B.

"Oh, Miss Floyd, please pin this memo to the Rossi note on Miss Wilson's desk—and try to give me a clear half-hour on this report."

There is no doubt that the emergency relief organizations have inherited from the private family societies a good many cases that, alas, are not emergency and never have been, families that have been "on the charities" for years, that have baffled case committees ever since those excellent institutions were conceived. Family societies would be little less than human if in times like these, with "hopeful" cases crowding their doorsteps, they did not shift over to the broad shoulders of emergency relief some of those problems which have denied their best efforts.

"I have no quarrel with the agencies that transfer their chronic dependents to us," said the head of a city department. "I'm not saying that the patient, painstaking methods of skilled case work might not win out at long last, but as a practical person as well as an old case worker I feel that at this time we simply cannot afford to expend that kind of service on what we must admit are unpromising prospects. I do not propose that this department should be made a dumping ground for other people's failures, but when about all anyone can do is to pity and to feed, probably it is our job.

"My quarrel is with thoughtless people who get hold of a story or two of charity-scarred rounders and generalize volubly about the ingratitude of the unemployed. For every family that is demanding, and what my mother used to call do-less, we have a hundred who are responsive and resourceful, incredibly patient with our poor fumbling efforts, and much too grateful for the little we can do for them. But it is the handful of old-timers that the public hears most about. It is they who write letters to the mayor, or better to President Roosevelt, who pour their grievances into the ears of the newspaper sob-sisters and who dry up the milk of human kindness in the new investigator who hasn't much experience in the infinite manifestations of human nature.

"TAKE begging for instance. One of my good young workers came in yesterday ready to quit her job because two little boys in one of her families were making a business of begging on the street, and she strongly suspects the mother of a similar side-line with the added scenery of a babe-in-arms. She had argued, cajoled, threatened and extorted Bible promises. But the minute her back was turned they were at it again. And she didn't know what to do about it.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

"Well, neither did I. Every case worker has known such families. In the old days when community resources were less overtaxed than now, other agencies would have been able to help, but far be it from me to claim that we would have been a hundred percent successful. The best advice I could give this girl was to keep on doing her best, get all the help she could from other agencies, and not to give up. She found this family encrusted with habits which her brief contacts could not possibly change. The best thing she could do, it seemed to me, was to face the thing clearly but unrancorously with the family, to try to find out what they thought about themselves and their situation, and to be everlastingly opportunist in seizing on any opening to exert her influence. To withdraw relief would only make bigger and better beggars of them all and kill a contact which some time may count for something. To strike back at a family that resists us is to be as stupid as the man who kicks his car because it won't start."

The worker who depends on threats and scoldings to stop the exploiting of children by their parents is, supervisors agree, wasting her breath. "If you do that again I'll have the policeman arrest you," just makes the business more exciting. "We can't expect the police to do our bullying for us." To tell parents that "the society" will take their children away from them if they don't behave is to set up a defiance that will frustrate future efforts. There are times when the law must be used, sharply and decisively—the supervisors know when and how—"but a threat of the law which we have no real intention of following up, as our clients probably know as well as we do, only belittles us and weakens our hand."

"We have acquired a philosophy—maybe it's a protective crust—about begging," says the supervisor of a mid-west city district. "Honestly there is very little we can do about it except to keep on trying. As a matter of fact our most humiliating trouble is not begging but garbage-picking from the dozens of cheap restaurants round about. Here my immediate concern is less with garbage-picking *per se* than with our inexperienced workers whose disgust and discouragement with one garbage-picking family is liable to harden their attitude toward all their other families. These people have no right to be classed as unemployed. They are the stubborn sediment of our city life, the perennial despair of social workers. To label them as 'the unemployed' and to mix them up even in our minds with the great mass of upright, cruelly hurt people whom we are trying to keep going is to do a serious injustice. I certainly won't let these people starve, but I won't spend too much time on them nor let them wear down the spirits of my workers.

"Of course, the relief we are giving these families is thin enough, but the fact remains that for everyone that is using its thinness as an excuse for begging and garbage-picking, hundreds are managing with such decency and self-respect that I bow my head before them. Perhaps if we could give more adequate food allowances—perhaps if we could make these families the special charge of our most skilled workers—I'm sure I don't know. Our past record with this problem is not very brilliant."

IN another district which reluctantly admits to a quota of beggars and garbage-pickers, the supervisor urges the workers to keep on trying to do something about it. "Perhaps a little fresh imagination will get us somewhere," she says cheerfully. "One of our visitors is sure that if she takes the line that the parents hate begging and garbage-picking as much as she does, and keeps steadfastly on their side, trying to help them find a way to avoid it, that she'll bring them around. And maybe she will. Another always drops casually into every interview a colorful story of someone poisoned by spoiled food, or of some sodden old beggar being dragged off by the police—'Just think, he was once a nice little chap like your Johnny.' A third is trying to work out a sort of visiting-housekeeper arrangement among her families, getting a woman who manages particularly well on the grocery order to neighbor with the one who can't manage at all, and to show her how to do it. It might work. It's worth trying.

"These approaches seem to me much more hopeful than attempts to treat begging children by 'running them in' or by trying to stop garbage-picking by removing the garbage. One of our visitors had a brief triumph when she persuaded a restaurant keeper whose refuse barrels were highly popular, to sprinkle them with lime before putting them out. But he was a soft-hearted soul who made a virtue of his soft-heartedness. A week later, passing that way, she saw him carefully topping a barrel of scraps with a wedge of quite inviting pie and a couple of not-so-very-spotted grapefruit. And just around the corner were a couple of urchins waiting to pounce."

Social workers came through long and painful experience to the realization that you can't change people's ways by order, by threat or by bribe. But to guide, to lead, to suggest incentives is a slow process which in the pressure of the moment is a practical impossibility even if the patient skills were available.

"We cannot keep people from exploiting their children in dangerous demoralizing ways, but we can try to find out why they do it and perhaps when we know why, we'll be more helpful. We know it is not want alone that makes them so poor in spirit, dire as that want may be. It is something more that we must search for, but while we search we must keep perspective on our whole job of which this is only a small part, we must keep ourselves from getting either emotional or hard-boiled and most especially we must not try to take the whole world on our shoulders."

THIS is the sixth of a series of articles drawn from the day-by-day experience of newly recruited emergency relief workers and their supervisors. The questions are bona fide. The discussion is by supervisors who must, under the pressure of heavy case-loads, keep up the spirits of the workers and develop in them the capacity to deal discriminatingly with difficult human situations. Previous articles have been: When Your Client Has a Car (The Midmonthly Survey, March 1933), Are Relief Workers Policemen? (April), What Price the Power of the Food Order? (May), How We Behave in Other People's Houses (June), I Think I'd Better Call the Nurse (July). Others will follow.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Ebb-Tide of Employment

By MARGARET H. HOGG
Department of Statistics, Russell Sage Foundation

THE lower the ebb of employment, the more acutely interesting analysis of unemployment becomes. If in fact the tide has now turned, a survey begun on May 1 of this year should come close to recording employment at its lowest ebb.

When the work shortage in New Haven, Connecticut, was surveyed by the Russell Sage Foundation in May–June 1931, the situation seemed acute indeed, and comparison was then hoped for with a subsequent survey under more normal conditions. But a re-survey in May–June of this year, after a lapse of exactly two years, found unemployment just twice as severe, with one earner not working but wanting work for every two earners actually working. Both surveys covered, by sample, the ordinary resident population in private houses and rooming-houses, but excluded institutional and transient hotel population.

The earlier facts were collected by the Department of Statistics of the Russell Sage Foundation in an experimental field survey of New Haven families. This year, the Yale Institute of Human Relations collected the facts as part of a more general survey of New Haven families; but the employment section was planned and supervised, as before, by the present writer. The later survey covered the same families as the earlier with the exception of families which had moved away and with addition of a due proportion of the families newly set up in New Haven. Nine tenths of the householding families scheduled in 1933 had been scheduled also in 1931.

Among individual earners, 35 percent of the men and 28 percent of the women were idle from lack of work, and only a very small minority of these were on short lay-off according to shared-work plans. The unimportant effect of idleness on recurrent weekly or daily lay-offs may be gauged from the fact that among earners normally employed by others, even excluding recruits who had never yet acquired a foothold, there were 30 percent of the men and 20 percent of the women who had had no work for at least two weeks, while by including the recruits the percentages are raised to 34½ and 26½ respectively.

At the time of the survey, New Haven's public work-relief program had been discontinued for three months. Hence the proportions of earners who had had no work for at least three months acquire special significance: the percentages are 24½ percent for men and 14½ for women, again excluding the new recruits to industry who had almost all been searching for a much longer time, but who, unless heads of families, were not eligible for work-relief.

Although most of the unemployment rates by age, by occupation, and by industry, have about doubled during the two-year interval, certain special changes are noteworthy. Two years ago, the most favorable employment age for men was the early thirties, but this year the early forties appear to be slightly the best. Both men and women in the executive and professional groups, which two years ago were comparatively little affected, have since suffered particularly sharp increases in unemployment. This year, as also two years ago, the unemployment rate is higher for unskilled than for skilled manual workers: again due wholly to the incursion of skilled workers into the field of the unskilled, since the actual shortage of jobs was worse in both years in the skilled occupations than in the unskilled. Unemployment rates for manufacture and for trade have more than doubled while that for transportation has slightly less than doubled. However, these figures apparently minimize the failure of manufacture and transport and exaggerate the failure of trade to provide work for their labor forces, since workers who two years ago claimed manufacture or transport as their usual industry are apparently now reporting themselves as attached to trade. This shift of attachment is not surprising, since unemployment in trade, though severe, is considerably less than that in the other two classifications.

TWO YEARS' CHANGE IN NEW HAVEN EMPLOYMENT

	Percent idle from lack of work	
	May–June 1931	*May–June 1933*
Among all earners		
By sex:		
Men	17	35
Women	14	28
Men, by age:		
14–17 years	39½	72
18–19 "	29	54
20–24 "	29½	48
25–29 "	17½	30½
30–34 "	10	29
35–39 "	10½	27½
40–44 "	11	27
45–54 "	13½	29½
55–64 "	17	35½
65 years and over	15½	37½
Both sexes, by industry:		
Manufacturing	18½	38½
Construction	31	64½
Transportation	12	21½
Trade	8½	21½
Domestic and personal service	10½	21
Professional and other service	3½	14½
Among members of full-time-employment market excluding new workers never established		
By sex:		
Men	18	35½
Women	11½	24
Men, by occupation:		
Professional	7½	20½
Clerical and sales	10½	22½
Skilled manual	20½	43½
Semi-skilled	20	41½
Unskilled	24½	44½

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Two years ago few employers and people working on their own account were completely idle, though no doubt their incomes were diminished, but in this year's study the change for the worse since 1931 was found to be greater proportionally among this group than among other workers.

In 1931, unemployment rates were computed for earners according to the number of earners in the family to which they belonged, and these showed least unemployment among workers who were the only earners in their families, and increasing unemployment with larger numbers of earners. The 1933 survey exhibits the same tendency but with a diminished contrast, suggesting that some differential factor in favor of the earner alone responsible for a family has been losing its power. Whether this factor was preferential treatment by employers, or greater assiduity of the earner, both or neither, cannot unfortunately be answered from the data of the survey. Work-relief in 1931 may have been in part responsible for the contrast, but was on too small a scale to account for all of it.

In 3½ percent of the families which were covered in both surveys, all earners were idle at each date, and in another 12½ percent at least one earner was idle at each date. Of these families, studied in both years, as well as of the total families scheduled, 14 percent had all their earners idle at the later survey, twice as many as two years before. This figure is conservative, for it excludes, even when enumerated on an idle day, earners who worked some days and not others according to a consistent plan, and it excludes also new recruits to the labor market who had not yet found a foothold. In addition, a considerable number of workers conducting their own small business were not called idle although they really had nothing coming in, because they were attending their places of business.

This year, of the population surveyed, one person in every seven was in a family with all earners idle. Of children under 14 years of age, one child in every six was in a family with all the earners idle: the proportion two years ago was one child in every twelve.

The serious situation shown by these figures, is, of course, not peculiar to New Haven, which probably ranks among the less severely hit industrial cities. Recent local surveys in Philadelphia and in Buffalo indicate considerably more acute unemployment in those cities, and many cities with less variety of industry are probably worse off. More such local surveys are greatly needed, and later surveys are much to be desired to show at what stage of the hoped-for recovery different groups of workers are affected by improving conditions.

A report containing analysis of this year's New Haven survey will be published when further work on the material has been completed. The figures quoted in this article are provisional but are unlikely to be appreciably modified. The results of the 1931 survey may be found in a report published by the Russell Sage Foundation under the title, Incidence of Work-Shortage.

The Barometer of Books

By BEATRICE SAWYER ROSSELL
American Library Association

AS THE nation goes, so its reading. Demand for books in public libraries is a good barometer of social events and the popular attitude toward them. The banking crisis in the spring swept the Chicago Public Library clear of books on the principles of banking and many would-be borrowers had to be turned away unsatisfied. Some weeks later renewed confidence was promptly reflected in the comment of one librarian that "books on Technocracy are 'dead' and might as well be removed from the shelves."

Perhaps the most encouraging trend in recent reading has been the tendency to ask questions about depressions—why they occur and whether they can be avoided. In 1929 few libraries reported widespread interest in books on economic and social questions. In 1932, many did. The New York Public Library found that economics was the subject most studied in the main reading room last year; history was much in demand. "Possibly the greater demand for books on history and economics may be attributed to greater interest in social and historical questions, and a realization of their importance in the present disturbed condition of the entire world," comments Dr. E. H. Anderson, the director.

In Des Moines, where the library has been cooperating in an experimental series of Public Forums conducted by the Board of Education, 29,000 persons attended the meetings during the first two months they were held, and there was a considerable increase in the demand for books on the political, social and economic questions discussed. In Missouri, where a study was made last year to discover who read the popular books in the field of sociology, such titles as Angell's, Can Governments Cure Unemployment, and Beard's, America Faces the Future, attracted ministers, electricians, bankers, typists, insurance agents, housewives, a carpenter, a hairdresser, a baker, a book-binder, and a wide variety of other readers.

The pressing problem of bread and butter has brought millions of readers to hundreds of libraries since 1929. Never before has the demand for vocational books been so widespread or continuous. In Oakland, California, for example, the librarian has added greatly to the library's resources on trades, crafts, occupations, and business generally and reports that the books have been read with avidity. In Chicago, where book-buying has been discontinued for two years due to a reduced budget resulting from tax delinquencies, requests for reading courses on engineering are no longer taken by the readers' adviser at the main library because the books on engineering are worn out. In Cleveland, reports from almost every department of the public library show that unemployed men and women are trying to fit themselves for positions. Innumerable libraries, large and small, note the unprecedented demand for books on home industries such as poultry farming, rabbit raising, mushroom growing, fur farming, bee culture, costume design, commercial art, interior decoration, landscape gardening, and cosmetics.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

A valuable opportunity for study is seen by many people in hours of enforced leisure. "Depression College" is the title of the latest Providence Public Library report which shows that 4,100 requests for individual guidance in reading were answered last year. The work of the New York Public Library readers' adviser increased 67 percent in 1932. In Chicago 5,000 reading courses were followed. In Los Angeles 10,000 books recommended in reading courses were borrowed, and 4,000 Reading With a Purpose courses issued by the American Library Association were sold.

Classes for the unemployed were started at the main library in St. Louis this spring, and will be organized in branch libraries if the initial effort is successful. Courses in business letter-writing, correct English, and minimum-cost meals are among those now in progress. In Homestead, Pennsylvania, 500 men and women are taking free courses in a variety of practical and cultural subjects.

In Oregon, reading courses for young people who because of financial conditions are unable to attend college and who are unemployed have recently been offered by the state library and 360 students are now enrolled for 116 courses. Psychology, radio, short-story writing, interior decoration and forestry are the subjects most in demand. Before the undertaking was started the head of the state library, Harriet C. Long, called together representatives of various educational agencies of the state and outlined her plans with their advice and cooperation.

The democracy that comes with reduced incomes and unemployment is reflected in many library departments. Business men who formerly subscribed to technical periodicals now consult them at the library in the company of the unemployed. Once wealthy men and women who used to enjoy expensive pleasures now share their poorer neighbors' efforts to "peg" their spirits with books. More than one library reports that the public library today goes into as many homes as other public utilities such as water, gas and electricity.

One significant omission in all these reports on reading may be worthy of thoughtful consideration. Few, if any, libraries have noted a constructive interest on the part of their patrons in government. Perhaps it is time that teachers and parents considered education for citizenship something more necessary, more thorough and more inspiring than many of the perfunctory courses now offered.

The Boom in Books

THE Missouri Library Association has been sending out radio broadcasts and monthly releases to some 200 newspapers in the state telling of the boom in books that there, as elsewhere, depression has brought to the libraries. Book circulation in various cities has increased from 10 to more than 50 percent with a heavy demand for reading on economic and vocational topics. Missouri estimates that some eighty million hours are spent in the state during a year in reading library books and at public cost of about a penny an hour. The widespread interest in books is reflected in lists of readers of various volumes kept by the librarians. For example:

Some Folks Won't Work, by Clinch Calkins. Read by a rooming-house keeper, packer, 5 housewives, industrial engineer, 4 teachers, 3 unemployed men, cashier, stenographer, 7 students, stock-man, insurance agent, 2 salesmen, 2 ministers, telephone operator, nurse, 2 clerks, electrician, unemployed girl, 2 social workers, lawyer, insurance supervisor, foreman, waiter, accountant, shoe-worker.

The Nemesis of American Business, by Stuart Chase. Read by 2 ministers, 2 electricians, salesman, 3 bankers, 2 typists, 3 insurance agents, 4 teachers, 3 unemployed men, 4 students, 2 cashiers, 4 clerks, 2 housewives, real-estate agent, musician, stock-man, engineer, farmer, carpenter, banker, press operator, hairdresser, physician, steel-worker, bookkeeper, bookbinder.

A Planned Society, by George Soule. Read by a collector, housewife, 2 teachers, minister, contractor, insurance agent, stenographer, secretary, 2 club women, 4 salesmen, electrician, cab-driver, 2 clerks, unemployed woman, chauffeur.

New Standards for Unemployment Insurance

By ABRAHAM EPSTEIN

Executive Secretary American Association for Social Security

NEVER before in the history of social legislation have so many fundamentally different proposals been submitted to legislatures as has been the case with unemployment insurance bills this year. Altogether 115 measures were introduced in 29 legislatures and Congress. Representing a miscellany of types and differing in many of their basic principles, the proposals ranged from innocuous measures seeking the voluntary establishment of reserves by individual corporations to comprehensive systems of compulsory social insurance with governmental contributions.

The majority of bills fell into the following categories: 22 bills called for investigating commissions; 32 provided for unemployment insurance systems more or less along the lines of the Ohio bill with a single state pool for all industries; 31 bills followed the Wisconsin Act in setting up segregated company or industry reserves. While most of the bills placed the contributions upon employers only, or upon employers and employes, a few provided for state contributions as well. There were similar differences in other important features, such as the amount and duration of benefits and waiting period: the maximum weekly benefits varied from $10 to $25; the period for which benefits are to be paid varied from 10 to 40 weeks; and the waiting period before benefits begin ranged from none to eight weeks.

Conscious of these vital disagreements and confusion of ideas, and believing that it is possible to coordinate the best ideas in a measure that will meet with the approval of a majority of proponents of this legislation, the American Association for Social Security (formerly the American Association for Old Age Security) called a conference of students of the problem in July for the purpose of preparing a set of essential standards for such a bill. Persons representative of the differing points of view were invited to this conference. Among those in attendance were Dorothy W.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Douglas of Smith College; Grace E. Gosselin of the United Neighborhood Houses, New York; Prof. Herman A. Gray of New York University; Nicholas Kelley, and Walter Frank, New York attorneys; Katharine D. Lumpkin of Smith College; Dr. I. M. Rubinow; LeRoy E. Bowman; Emil Frankel of the New Jersey Department of Institutions and Agencies; Warren J. Vinton and the writer. Prof. Paul Douglas, unable to attend, sent a list of suggestions, and Prof. William M. Leiserson and Leifur Magnusson, although prevented from attending, were instrumental in sponsoring its work.

FOLLOWING a study of the bills introduced, and after debate of the problem, the group formulated the following standards for a more adequate state unemployment insurance bill under present conditions. The actuarial computations were based on the studies made by Dr. Rubinow for the Ohio Commission on Unemployment Insurance.

Insurance scheme. The system of unemployment insurance shall be on a state-wide basis with a pooled fund for all industries. Premium rates for the several industries are to be adjusted in accordance with the hazard of unemployment.

Premiums. The financial burden can most easily be borne if it is distributed as widely as possible. The cost of unemployment insurance shall therefore be shared by employers, employes, the state and federal governments. Only by contributions from all parties can sufficient funds be raised to assure adequate benefits.

State legislation shall provide the following premium rates: Employers, 2 percent of total payrolls of insured workers; insured employes, 1 percent of wages; state government, 1 percent of total payrolls of insured workers. (In view of the financial difficulties in which some states now find themselves, it may be suggested that the state premiums, in the immediate future, be limited to such amounts as may be saved by a reduction of relief expenditures due to improved conditions, up to the full contribution of 1 percent.) The conference also advocates contributions by the federal government equal to those of the various states. These should be used to increase benefits on sound actuarial principles.

THE rate of employers' premiums shall be adjusted in accordance with the hazards of unemployment. Since an adjustment requires at least two years' experience, the conference recommends that for the first two years the employers' premiums be 2 percent of payrolls. Thereafter the state commission administering the act shall establish basic rates for the various industries, which rates may be modified for the various establishments on the basis of their employment experience. In making such ratings and modifications the commission shall take into consideration all factors relating to the hazards of unemployment, and to the maintenance of the actuarial soundness of the insurance fund. In no event shall the employers' rates be less than 1 percent or greater than 4 percent.

Benefits for total unemployment. In order to prolong the period during which benefits shall be paid and to conserve the resources of the fund, the conference advocates a waiting period of four weeks before the beginning of benefits.

The amount of benefit for a single employe without dependent children shall be 40 percent of average full-time wages, but in no case greater than $10 per week. A married employe living with a dependent spouse shall be entitled to an additional 10 percent, not to exceed $2.50 per week. An employe with one dependent child shall be entitled to an additional 5 percent, not to exceed $1.25 per week. An employe with two or more dependent children shall be entitled to an additional 10 percent, not to exceed $2.50 per week.

Where a husband and wife, living together, are both entitled to unemployment benefits, the maximum benefit for the total unemployment of both shall not exceed $17.50 per week, plus $1.25 for one dependent child, or $2.50 for two or more dependent children.

The total benefits to which an employe shall be entitled in any one period of continuous unemployment and in any period of twelve consecutive months is limited to 26 weeks.

Benefits for partial unemployment. In order to encourage the acceptance of partial employment, benefits should be arranged so that the total of earnings and benefit during partial employment shall always exceed the benefit for total unemployment and shall increase as the percentage of employment increases. The conference worked out in detail a schedule of benefits which begin when the difference between average full-time wages and actual earnings exceeds 20 percent and increase on a graduated scale for greater degrees of unemployment.

Qualifications for benefit. No employe shall be entitled to benefits unless he has paid premiums for not less than twenty-six weeks within the twelve months preceding the date of application for benefits, or for forty weeks during the last two years. The usual qualifications as to capacity and availability for work, and as to strikes and lockouts, etc., are recommended.

Coverage. The insurance scheme shall cover all non-manual workers whose regular rate of pay is less than $3,000 per year and *all* manual workers. It shall apply to all employers with three or more employes subject to insurance. Certain employments, such as farm laborers, domestic servants, governmental workers and teachers on an annual salary basis, casual laborers and the like are exempted from insurance.

Administration. The administrative system shall be in charge of an independent state commission and shall function through a state-wide system of employment exchanges. The entire cost of administration shall be paid out of the insurance fund.

Emergency provisions. In the event of general extended unemployment, such that the resources of the fund are reduced below a sound actuarial basis, the commission shall have authority to declare an emergency and thereupon to borrow funds from whatever source obtainable on the security of the assets and future revenues of the fund. When such borrowing is resorted to it shall be the duty of the commission, in order to secure funds for the repayment of such loans, to readjust the rates of contribution within the limits set in the act.

Effective date. In order to accumulate sufficient reserves the conference recommends that benefits begin one year after contributions have begun.

THE above draft is now sent out to various interested individuals and organizations. It is planned to reach final agreement at another conference during the week-end of September 9–10. The American Association for Social Security, 22 East 17 Street, New York, will be glad to receive any criticisms and suggestions of the proposed draft.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

A Community Learning How to Play

By RUTH A. LERRIGO
Field Staff of Survey Associates

A GENUINE community-wide recreation service, compassing a well-balanced play ration for every member of the family and for every family of the community, is being developed under the wing of the public education system of Newark, New Jersey. The Recreation Department, under the direction of Lewis R. Barrett, is a three-and-one-half-year-old member of the departmental family of the city school system. With its sister departments it shares modern theories of education, such as voluntary participation and even the project method. With them, also, it shares use of the plant and equipment of city school buildings.

With the Child-Guidance Department, the Recreation Department works out special problems relating to both. The regular athletic, music and handicraft activities it supplements, and from them develops further extra-curricular interests. But the newer department goes several steps outside the province of the older departments in that it makes direct social contact with all ages in the community and undertakes responsibility for its widespread recreational needs. Furthermore, the department's directors and workers pursue a definite and carefully planned cooperation with community social agencies.

Chronologically speaking, the activities of the Recreation Department begin with plans for the pre-schoolers. Fundamental planning for this group included, first of all, the careful grading and location of suitable playgrounds not too far from home, and insofar as possible sacred to the needs of its chosen patrons. The ultimate in recreation workers' adroitness has been called into play to effect transfers of loyal alumni from the playground of their earliest years when advancing age dictates the desirability of graduation to adolescent playfields. Nevertheless the department follows consistently its original plan of graded play centers, laid out in the original survey made by Mr. Barrett in 1928 when John H. Logan, then superintendent of schools, and the Board of Education decided that such a community recreation plan should be established. The goal of a playground within an eighth of a mile radius for every small child in congested districts, and within a quarter-mile radius of every child taking the city and the children by and large, has been the yardstick in the department's planning. For the older youth, the plan includes also a playfield (distinguished as a setting for more ambitious and active athletics) within a mile radius.

"Playgrounds are as different as people," says Mr. Barrett. "We want each community center to develop so as to fit the needs of its particular neighborhood." While general policies and bulletins emanated from the office of Mr. Barrett and his assistants, the director of each playground has complete freedom in working out his program. Determining the special needs of each community in Newark, an industrial city with widely varying national groups, is a difficult job, not left to guesswork. Each worker is required to spend a minimum of ten hours each week in making community contacts aside from those made at the playground. He finds neighborhood groups ranging through amazing international mixtures and social extremes. In general, however, they have shown surprising mutual ability to adjust these differences.

The recreation leader's approach to the adult activities of his neighborhood, as well as to the school age groups, tends to develop around the "club" scheme. Loyalty to a club and a sublimation of the gang spirit have wrought surprisingly. One notable example was that of a gang of nearly two dozen terrors in what was known as a "disintegrating community," full of all manner of undesirable social elements. The young men of the gang were of the age which lends greatest growth to penal institutions, and were known to be mostly longshoremen with a side-line of bootlegging. The gang was offered hospitality, helped to organize itself, and instead of fulfilling the dire prophecy that it would "steal the place from under the director's nose," developed a sternly self-disciplined club and clamored for the opening of club headquarters after the summer holiday. The members firmly drew up by-laws, including a provision that "it is understood that you guys must pay your dues every week or get busted out of the club." They excluded as uncongenial and subversive elements two applicants for membership who had gone to high school and might thus feel themselves superior.

Club organization and activities range from predominantly athletic and social, among the younger groups, to such purposeful groups among the adults as the mothers' reducing classes and the cooking classes. In the latter the usual nutrition classes have been supplemented lately through the cooperation of the public welfare social service department with demonstrations of how best to cook and plan the meals on a $5 (or thereabouts) food order.

The Red Cross has worked with the school community centers to develop sewing classes in connection with the unemployment relief program. The Community Chest has given generous cooperation in working out and developing activities with the particular needs of adult unemployed in mind, following the usual club and class plans of the recreation centers. Classes for men have included carefully allotted use of the gymnasium and "roughouse" rooms at each center. Boxing and wrestling have been the usual first contact in fixing the interest of the men of the community. Toy-making is an activity which has developed particularly in the months of unemployed time.

Dancing classes, usually provided with refreshment rooms as a side-line, provide a social touch. A real help to the situation of adult recreation has come in the development of the "baby-tending department." In facing this very real problem, the director expresses himself as "torn between the unquestioned fact that the youngsters should be in bed, and the realistic truth that they aren't anyway, and would therefore be better off cared for properly while their parents enjoy themselves at the recreation centers."

To round out the picture, mention must be made of the city-wide Harmonica Band, the choral and orchestral groups; the network of clubs and classes. Blend with careful supervision, planning, modern equipment and skilled, never stereotyped, director and staff, and the net result is a community learning how to play.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Two Months of the New Deal in Federal Relief

By RUSSELL H. KURTZ
Russell Sage Foundation

THINGS have been happening rapidly in the office of the new Federal Emergency Relief Administration at Washington. As this is written on July 20, a new organization has been set up in quarters across the street from the old RFC emergency relief office; eighty million dollars has been distributed among the states; policies have been formulated and promulgated; and important precedents have been set. The New Deal in Federal Relief (see Survey Graphic for July) is on.[1]

Relief workers the country over have had their eyes on Washington, wondering to what extent the new administration's big stick would be swung to bring about reforms in certain state and local relief situations. There has been a dramatic tension about the whole affair, occasioned by the sweeping powers vested by the new relief act in the hands of the administrator. On everyone's lips have been the questions, "How will these powers be used? Will local judgment as to relief adequacy and method be overridden by federal mandate? Will problems of personnel and caseload maxima be cleared up, now that the FERA has the last word? Will state governments actually be denied federal aid until they have complied with the requirement that state and local resources be fully tapped, and that proper administrative machinery be set up?"

No one will question the adequacy of the big stick which the law has put into the hands of the FERA, but as this is written it begins to be apparent that considerable discretion is going to be shown in its use. The act, it will be recalled, uses the words "cooperate" and "cooperation" in several vital spots: "the depression has created an emergency . . . making it imperative that the federal government *cooperate* more effectively with the several states . . . in furnishing relief to their needy and distressed people"; and "the administrator may . . . assume control of the administration in any state or states where, in his judgment, more effective and efficient *cooperation* between the state and federal authorities may thereby be secured in carrying out the purposes of this act." Focussing upon this word "cooperation," the Administration has begun its dealings with the various states in a mood of reasonableness, seeking to bring about a "meeting of minds" on problems shot through with mutuality of interest and concern. The big stick has stood in the corner, plainly visible but untouched except for an occasional "hefting."

There has been little loss of time, however, in getting down to cases on what is expected from the states as their part of the cooperative arrangement. In speeches, conferences, interviews and news releases the Administration has rapidly enunciated its policies as they have developed from day to day. The following outline may serve as a summary analysis of these policies to date.

Integration of Relief with Recovery

FUNDAMENTALLY, the Administration considers relief a miserable business, necessary to tide people over an emergency but not to be continued a moment longer than the unemployment situation requires. Mr. Hopkins made it clear in his talk before the National Conference of Social Work that the "big show" at Washington is National Recovery and that he hopes to have his act crowded off the boards by the success of the main performance. Until such happy event comes to pass, he wants relief to get through to the people in prompt and adequate fashion.

There has been close liaison between the FERA and the Civilian Conservation Corps. Equally close alliance is being struck with the Public Works Administration and the in-process-of-being-revamped Federal Employment Service. A release of July 18 announces: "The FERA and the U. S. Employment Service are working together to take people off relief rolls and put them immediately on the payrolls of public projects. . . . The re-employment executives of the USES provides the liaison between public works projects and the state and local relief offices." The "re-employment" offices, incidentally, are being manned pretty largely through FERA cooperation.

As to the National Industrial Recovery Act, it is confidently expected that many jobs will be opened up through arbitrarily shortened work-weeks. The FERA wants the state and local relief agencies to be right on the job when this happens, seeing to it that relief is discontinued as men get work; and avoiding any semblance of low-wage subsidy by relief grants. Mr. Hopkins' comment at the NCSW will be recalled: "There are a few parasitic industrial employers who tend by competition to infect the whole industrial body of our country with a split-penny wage policy. They would like to see relief money pay their wage bill. But they are doomed to disappointment."

Acceptable State Relief Administration

ONE of Mr. Hopkins' earliest statements of general policy was that the state administrations should be expected to have "wide responsibilities. It is impossible", he said, "for a federal relief administrator to be acquainted with the details and needs of thousands of communities in this country." This implies a "competent and business-like administration entirely free from partisan politics." And later:

> Obviously the governors of the states must delegate such cooperation to properly constituted commissions. To cooperate with the Federal Administration, such a state body should represent the state and oversee the details of administration on a non-partisan basis.

[1] The issuing of a set of rules and regulations together with rapid developments in relief-giving, administrative procedure and set-up by Administrator Harry L. Hopkins of the FERA have led Mr. Kurtz to prepare this article and summary in place of the usual department, Unemployment and Community Action, which he conducts with Miss Colcord. The department will be resumed in The September Midmonthly Survey.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

A state relief organization should consist of a full-time properly qualified state director; an adequate force of field supervisors to visit frequently the local relief units, and an auditing staff responsible for checking local relief expenditures and making sure that every dollar of relief funds is properly accounted for.

Not all states had such representative and responsible commissions on the job when the FERA began operations, not to mention staffs of the type described. In four or five cases, the state set-ups were fairly primitive and it became an immediate problem of the Administration to persuade the governors of these states to fall into line. In Georgia, Florida and Michigan complete reorganizations have been effected. Oklahoma, where Governor Murray has been in the habit of identifying his name with each relief issue, has offered a knottier problem but is "in process." A bitter political fight has been waging here, with sections of the press clamoring for a real show of the federal big stick. In Tennessee, Indiana and Texas, among others, revisions of the state administrations are being made.

"States Must Do Their Share"

IN ORDER to be eligible to receive any part of the $250-million discretionary fund provided by the relief act, a state must show, in the language of the act, that "the continued moneys which can be made available within the state from all sources, supplemented by any moneys available under sub-section 'b' of this section [the one-to-three matching fund] will fall below the estimated needs within the state." The FERA has left no doubt about its interpretation of this clause as is evidenced by the following excerpts from successive statements issuing from the administrator's office:

June 4, in a telegram to the governor of Ohio: "It would seem to me that the State of Ohio should provide approximately $10,000,000 from state funds in addition to local appropriations until the first of the year. It is the policy of this Administration to insist that the states and local communities bear their full share of the burden of relief. I think you should know that it is not my present intention to make any further grants to Ohio other than those funds available on a matching basis."

June 14. "Communities must cooperate in doing their share, and it clearly appears that many states will have to call special legislative sessions to provide funds for their share of their relief needs."

June 27, in a communication to the governor of Texas: "I wish to point out that it is going to be possible to carry only a part of the cost of unemployment relief in the State of Texas out of federal funds. I understand that there is pending a proposal to amend the state constitution so as to permit the legislature to bond the state up to twenty million for relief of the unemployed. What I wish to make clear is that funds must be made available by the state and/or its political subdivisions by this or some other means, if we are to continue to make grants from the federal funds."

July 10. "There are a few recalcitrant states that want to sit down and let the federal government pay 100 percent of the cost of unemployment relief within their borders.

"Apparently a few states did not believe the President recently when he pointed out that it is essential for states and local units of government to finance a reasonable share of their emergency relief work.

"Some states are due for a rude shock in the very near future, if they do not come through with action. There have got to be some special sessions of state legislatures. The FERA means business, and we are not going to string along with these situations. I am beginning to doubt very much if there is a state in the country which cannot do something in the way of funds for unemployment relief. We see numerous instances in which states have been

Local Relief Agencies

LOCAL relief agencies dispensing federal funds must be "public agencies": their workers "public agents." Here are the FERA definitions of these terms.

"Public Agency."—A Public Welfare Department supported by tax funds and controlled by local government, if approved by the State Emergency Relief Administration to administer unemployment relief, is a "public agency." Where a Public Welfare Department does not exist and a local Unemployment Relief Administration is responsible for unemployment relief, this local Unemployment Relief Administration, in order to be recognized as a "Public Agency," must have the following factors:

1. It must have the full sanction and recognition of the State Emergency Relief Administration.
2. It must be vested with full authority and control in the expenditure of state and federal public funds appropriated for local relief purposes.
3. It must conform to the rulings of the SERA.
4. It must keep such records and forms as are required by the SERA.

Note: This interpretation recognizes as a "public agency" an agency created and sustained by executive action in the absence of creative local legislation.

"Public Official" or "Public Agent."—"Public official" or "public agent" includes every person who is engaged in carrying out the purposes of the public agency, and so must be:

1. A member of the official staff of the public agency responsible to the chief executive employed by the public agency to administer the entire organization of unemployment relief. This relationship must be made official by definite appointment and acceptance of such appointment.
2. The compensation of the "public official" or "public agent" may or may not be paid from public funds.

Such official may be loaned by a private agency but when so loaned must become a member of the official staff of the public agency.

Use of Personnel Loaned by Private Agency.—The public agency may make use of personnel of private agencies provided:

1. Where such personnel is used for giving of unemployment relief it becomes for the time being an integral part of the public agency. The public agency must assume full responsibility over personnel loaned by the private agency.
2. That visible evidence of the integration into the public agency is provided as follows:

a. The name of the public agency clearly set out on the office door so that clients may know that they are applying to a public agency for relief.

b. All order-forms must be those of the public agency; receipts must be made out to the public agency; identification cards of relief workers must be as staff members of the public agency and relief workers at all times in handling unemployment relief clients must report themselves as public agents or officials.

c. All bills for direct relief, wages for work-relief, service or administration costs must be paid directly by the public agency; e.g., when grocery orders are issued by the relief worker, the bills must be paid by the public agency directly to the grocer and not through a private agency.

d. It is expected that on other matters than the determination of relief there will be cooperative relationships established between public agencies and private agencies, but the public agency shall not pay for supplemental services so rendered by private agencies.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Minimum Standards of Service

FERA specifications of minimum standards for investigation and service in connection with work-relief and direct relief.

To carry out the purposes of the Federal Emergency Relief Act of 1933 the investigation of all applications for direct and/or work relief is required. The following rules are hereby established:

1. Each local relief administration should have at least one trained and experienced investigator on its staff; if additional investigators are to be employed to meet this emergency, the first one employed should have had training and experience. In the larger public welfare districts, where there are a number of investigators, there should be not less than one supervisor, trained and experienced in the essential elements of family case work and relief administration, to supervise the work of not more than twenty investigating staff workers.

2. Registration records of all local applications for relief should be kept at a central office. Where no such central registration index now exists, one should be established by the local relief administration. This is absolutely necessary if duplication is to be avoided where there is more than one agency, either public or private, administering relief.

3. The minimum investigation shall include a prompt visit to the home; inquiry as to real property, bank accounts and other financial resources of the family; and interview with at least one recent employer; and determination of the ability and agreement of family, relatives, friends and churches and other organizations to assist; also the liability under public welfare laws of the several states, of members of a family, or relatives, to assume such support in order to prevent such member becoming a public charge.

4. Investigation shall be made, not only of persons applying directly to the office, but also of those reported to it. In this emergency, it is the duty of those responsible for the administration of unemployment relief to seek out persons in need, and to secure the cooperation of clergymen, school teachers, nurses and organizations that might assist.

5. There must be contact with each family through visits at least once a month, or oftener if necessary. The local field worker should be in sufficiently close touch with the family situation to avoid the necessity of applicants reapplying to the office for each individual order.

6. Investigators should not be overloaded with cases. While no exact standard is being set as to the number of cases per worker, state emergency relief administrators should see to it that a sufficient number of workers are utilized in each local relief district to insure reasonable investigation procedure.

7. Relief should be given only to persons in need of relief, and on the basis of budgetary deficiency established after careful investigation.

8. Duplication of relief must be avoided, and every precaution should be taken to prevent overlapping of relief agencies, both public and private.

9. Frequent and careful re-investigation should be undertaken at regular intervals in order to establish the continued need of those who are receiving relief in order to determine whether or not some member of the family may have obtained part- or full-time work which would indicate the necessity for cutting down or cutting off of relief. Where adequate staff for investigation is provided, under able direction and supervision, these re-investigations may be carried out automatically, and the relief rolls kept clear of those who do not qualify.

providing funds for roads and other purposes and are continuing to do so. Yet they plead that they have no funds for their hungry people.

"There is nothing sacred about some of these state taxes, gasoline taxes for instance, and no reason why in many cases these revenues should not be applied to feeding the sufferers from unemployment. It is not the intention of the FERA to carry 100 percent of relief costs where state and local resources can still be tapped."

July 11, in a telegram to the governor of Kentucky: "In conference yesterday with your relief administration, it develops that Kentucky has funds for the relief of unemployed only until about middle of August. It also developed that no state funds have been appropriated directly for unemployment during this crisis and that while some of the cities have appropriated considerable sums these are now exhausted so that all relief in Kentucky at this date is financed from federal grants. I wish to make it perfectly clear to you that the FERA will not continue to finance relief work beyond August 15. In view of difficult financial situation in many counties and cities it would seem imperative that special session of legislature be called at once to provide substantial funds so that Kentucky will pay for a reasonable share of the cost of caring for its own destitute. I am sure you fully appreciate reasonableness of this position."

This is the most violent shaking of the big stick that has come to public notice to date.

On the other hand, several states have been commended publicly for their attempts to do their part in the problem of joint financing. Michigan was praised for the levying in June of an emergency 3 percent sales tax which is calculated to yield $32 million for relief. Illinois likewise came in for credit for her re-passage of an amended 2 percent sales tax act devised to yield $30 million. Texas was commended for preparing for a bond-enabling constitutional amendment which the electorate will vote upon this month (August). If approved, this eventually will yield $20 million.

Other fiscal measures, not all of them traceable to FERA warnings, have been or are being formulated in a number of other states. California voters on June 27 approved by a large majority a $20-million relief bond issue. The governor of Wisconsin is proposing the continuance of relief financing through income surtaxes. Rhode Island recently voted a $3-million state relief fund. Connecticut passed legislation empowering the state to guarantee local relief bonds. Arizona has a new sales tax.

Up to this date only two states have received grants from the discretionary fund. One is Texas, which received $808,429 on the strength of the pending bond election, and the other Michigan, which was granted $1,271,030 to carry her through until her new sales tax could become operative. Thus has the spirit of cooperation been exemplified.

Adequate Local Participation

IT appears that the FERA is inclined to let the governors and their relief commissions make the first attempt to find the answer to the question, what constitutes adequate local participation in relief financing? But it is obviously going to be ready to speak up when its turn comes. Quoting from a communication to the state director of relief in Minnesota, who had requested an opinion as to how far it should go in requiring local political subdivisions to finance their own relief needs:

It seems to me that you should have about the same attitude in relation to local subdivisions as this office will have in making appropriations to your state. Surely the whole intent of the President's statement was to insist upon reasonable local appropria-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tions for unemployment relief. If, in the judgment of your Unemployment Commission, cities and counties are not doing their fair share, it is quite proper for you to hold up part or all of the funds which would otherwise be allotted them. There is certainly no reason whatever why cities and counties, which can well afford to finance relief work, should be financed on a 100 percent basis by your organization. Indeed, if we feel that you are giving funds in excessive amounts to local communities, we shall have no hesitancy whatever in taking this matter up with you. Your action in these matters will undoubtedly control future appropriations to Minnesota.

My own experience has been that the most satisfactory way to get local money into the picture is to pay the local community a certain percentage of the total relief expenditures. I would urge, should the matter come to an issue, that the state make a reasonable offer to the local community.

Local Administrative Units

ONE of the first questions posed to the FERA by anxious local relief officials was that pertaining to the acceptability of the various forms of local set-up. The administrator, in an early statement, announced the general policy that only public agencies should dispense federal funds. There were reassuring qualifications, however:

This policy obviously must be interpreted on a realistic basis in various parts of the United States. Hundreds of private agencies scattered throughout the land have freely and generously offered their services in the administration of public funds. It would be a serious handicap to relief work if the abilities and interests of these individuals were lost.

But I would ask for their cooperation to the extent that these responsible individuals be made public officials working under the control of public authority, serving in hundreds of cases without pay, but if paid, paid in the same manner as any other public servant.

And later:

Grants of FERA funds are to be administered by public agencies after August 1, 1933. This ruling prohibits the turning over of FERA funds to a private agency. The unemployed must apply to a public agency for relief and this relief must be furnished directly to the applicant by a public agent.

Sensing the need for greater clarification of this ruling, the Administration on July 13 issued a bulletin defining the various terms as quoted elsewhere (see Local Relief Agencies, p. 285). In this interpretation it made clear the fundamental proposition that in future, the unemployed who were to be helped by the use of federal funds in whole or in part should be dealt with as applicants for governmental aid, administered by governmental hands under governmental policy. Public subsidy of private relief effort, confusion of public and private control of policy in local settings, evasion of public responsibility for dealing with a public problem—all were declared "out" by this momentous ruling of the Administration.

As this is written, not enough time has elapsed to get complete reports from the communities affected as to how they will meet these requirements. In Pittsburgh, where the Family Welfare Association has been doing the big end of the service job for the County Emergency Relief Board, plans are afoot to transfer the supervisor of that agency and a full corps of relief workers to the CERB payroll. Cleveland, St. Louis, Memphis, Birmingham, Kansas City, Portland, Ore., San Francisco, and Toledo all face similar adjustments, for in these communities the unemployment relief-service function has been resting entirely on the shoulders of the private agencies. In Baltimore, where a similar situation prevails, steps have already been taken to make the emergency relief workers "public agents" through appointment by a newly created public emergency relief commission.

In view of the ruling that the "public agency" need not be an established public welfare department but may, with certain qualifications, be a relief group set up by local

Types of Relief

THE types of direct relief allowed by the FERA are as follows:

Such relief shall be in the form of food, shelter, clothing, light, fuel, necessary household supplies, medicine, medical supplies and medical attendance, or the cash equivalent of those to the person in his own home.

Direct relief does not include relief—where provision is already made under existing laws—for widows or their dependents, and/or aged persons. There is further disallowed the payment of hospital bills or institutional care, and the costs of the boarding out of children.

Any or all of the following types of relief may be granted.

1. Food, in the form of a food order, determined by the number, ages and needs of the individual members of the family in general accordance with standard food schedules.
2. Orders for the payment of current rent, or its equivalent, where necessary.
3. Orders for light, gas, fuel and water for current needs.
4. Necessary household supplies.
5. Clothing or orders for clothing, sufficient for emergency needs.
6. Orders for medicine, medical supplies and/or medical attendance to be furnished in the home.

A broad interpretation of direct relief may be followed by the State Relief Administration where such is called for in meeting the immediate needs of individuals or families, or in aiding such needy persons in providing the necessities of life for themselves and/or their dependents.

Food for livestock cannot be allowed as a relief expenditure except food for domestic livestock may be allowed as a relief expenditure where such allowance makes it possible for the distressed family to produce additional food for the immediate family need.

Seed for gardens under the same reasoning may likewise be allowed as a relief measure.

Tax or mortgage-interest payments on real property (home and land) may be allowed in lieu of rent as a relief measure, where such allowance is no greater than the normal minimum relief rent allowance, and when such payment of tax or mortgage-interest is vitally necessary in preventing the loss of the home and the eviction of the owner.

A liberal interpretation of direct relief as above indicated must be controlled by the rule of reason and public policy. Under no circumstances shall an allowance be made which makes provision for other than the emergency needs of the immediate family. State relief administrations are not authorized to make allowances for food or seed to such an extent that provision is made possible for more than the individual family requirements. Likewise, tax or mortgage-interest payments in lieu of rent shall be allowed only on properties occupied and held title to by relief recipients. In no event shall a relief grant be made which directly or indirectly makes possible an increased capital investment in private properties.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Rules for Work-Relief

A. Wages. Work-relief wages in cash or in kind are to be interpreted as follows:

All work-relief wages shall be based upon the relief need of the individual and/or his dependents.[1]

The rate of wage should be a fair rate of pay for the work performed. Total compensation should meet the budgetary requirement of the relief recipient.

Payment shall be by check, in cash, or in kind.

Allowance should be on the basis of days' wages, or the equivalent, for hours worked.[2]

Where skilled personnel is required, skilled wages for skilled work must be paid. Such personnel taken from the work-relief lists should be staggered. Where such skilled personnel is required full-time, it should be provided otherwise than on a work-relief basis.

B. Selection of Workers. Work-relief should be allowed only those who are employable.

There shall be no discrimination because of race, religion, color, noncitizenship, political affiliation or because of membership in any special or selected group.

C. Work-Relief Projects. Work-relief projects must be projects undertaken on federal, state or local public properties. Work projects for private institutions or agencies, nonprofit or otherwise, are therefore prohibited except as such projects, undertaken by governmental units, may benefit the public health or welfare as, for example, the prosecution of a drainage project which may benefit private interests but is withal of definite benefit to the public health of the community.

It therefore follows that work-relief may not be used in the improvement of hospitals, libraries, churches, parks, cemeteries, etc., which are privately owned or incorporated, except that if state or local public monies are regularly contributed to the support of such institutions and such public support creates a quasi-public institution which may receive the benefit of work-relief.

Work-relief projects under this act must be for work undertaken by a state or local relief administration independent of work under a contract or for which an annual appropriation has been made. It must be, in general, apart from normal governmental enterprises and not such as would have been carried out in due course regardless of an emergency.

The construction, as a work-relief project, of public buildings, such as schools, firehouses, garages, etc., would in general not be acceptable as a proper work-relief project, such construction falling within the usual contract work which would provide labor for those unemployed at large.

All local work-relief projects must be submitted for approval to the State Emergency Relief Administration.

D. Workmen's Compensation Insurance. Persons employed on work-relief projects are not federal employes and the premiums for their compensation or accident insurance may not be paid from federal funds. If such insurance is provided it, therefore, must be carried by state or local monies.

Persons employed on work-relief projects by the states and their subdivisions ought to be covered by compensation or accident insurance.

[1] Allowances on work-relief may be made to cover food, shelter, clothing, light, fuel, necessary household supplies, medical supplies and medical attendance.

[2] As we go to press, a ruling has been issued setting 30¢ per hr. as the minimum wage and 150 hrs. per month as the maximum work allowance, in keeping with the general policies of the National Recovery Administration.

executive action for the emergency only, it is probable that very little actual change, either in policy or personnel, will occur in many of these localities simply because they will bear the public label henceforth. On the other hand, in those areas where conditions are ripe for the creation of permanent public-welfare departments, changes of the first magnitude may be forthcoming.

A great deal remains to be cleared up as to the place in the new picture reserved for the Red Cross, the St. Vincent de Paul Societies, county health units that are prepared to render home-visitation service, and kindred agencies. It is here that the policy will obviously need to "be interpreted on a realistic basis."

Personnel and Service Standards

THE FERA has made it perfectly clear on a number of occasions that it is prepared, where necessary, to share in meeting the salary rolls of both state and local relief administrations, and that it wants a voice in the selection of state boards and directors. It has not, up to this time, made any commitments as to what constitutes qualified personnel in the "front-line trenches"—the local units. But it has specified what it considers to be minimum standards of investigation and service. These specifications appear elsewhere in this article (see Minimum Standards of Service, p. 286).

Obviously, the observance of these standards will require capable and intelligent personnel in considerable numbers. In declining to set maximum caseloads, the Administration is again displaying its leaning towards realism, as much depends upon local conditions in arriving at such maxima. But, it will be observed, the staff must be adequate to "make contacts with the families through visits at least once a month or oftener"; "the local field workers should be in sufficiently close touch with the family situation to avoid the necessity of applicants' reapplying to the office for each individual order"; and "investigators should not be overloaded with cases." With these points of leverage, the FERA may be expected to arrive at sound even though varying solutions to personnel and caseload problems.

Who Shall Get Relief?

THE Administrator sees the "needy unemployed" and their dependents as the persons whom the relief act was framed to help. There are no limitations except that the need must be carefully verified and rechecked from time to time, and that the relief allowances must be adjusted to meet the actual needs within the family.

In view of earlier pronouncements that the FERA would not be a party to the subsidization through relief of low wage-scales, it is interesting to note a qualification written into the instructions that have gone out to state administrations: "Those whose employment or available resources are inadequate to provide the necessities of life for themselves and/or their dependents are included." Another realistic concession to the exigencies of the situation.

Kinds and Amount of Relief

THE FERA has listed the types of relief which it considers allowable so far as the use of federal funds is concerned (see Types of Relief, p. 287). Note that the phrasing seems to permit the states to exercise considerable local discretion through the use of the phrase "any or all."

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Issuance of relief in the form of cash allowances equivalent to the net budgeted needs is also left optional.

But while the actual itemization of approved types of relief has been presented by the FERA to the states in permissive rather than in mandatory form, the extent to which relief must be provided is clearly indicated in another paragraph:

This imposes an obligation on the State Emergency Relief Administration and on all political subdivisions of the states administering relief, insofar as lies within their power to see to it that all such needy unemployed persons and/or their dependents shall receive sufficient relief to prevent physical suffering and to maintain minimum living standards.

The amount of relief to be given must be based on the following:

1. An estimate of the weekly needs of the individual or family, including an allowance for food sufficient to maintain physical well-being, for shelter, the provision of fuel for cooking and for warmth when necessary, medical care and other necessities. Taxes may be allowed in lieu of allowances for shelter, and not to exceed the normal rent allowance—providing such tax allowance is necessary in order to maintain the shelter or home of the relief recipient.

2. An estimate of the weekly income of the family, including wages or other cash income, produce of farm or garden, and all other resources.

3. The relief granted should be sufficient to provide the estimated weekly needs to the extent that the family is unable to do so from its own resources.

Work-Relief

NO preference for either direct relief or work-relief as a method has been expressed by the FERA up to this time. Neither has any public comment been made upon the practice followed in some states of requiring applicants to "work out" such direct relief as is given them. Rather, the approach has been one of assuming that all relief programs which require a client to work for his aid fall in the category of work relief and hence are to be governed by the policies quoted in Rules for Work-Relief (p. 288).

Wages, it will be noted, may be paid either in cash or in kind, but must be based upon budgeted need, insofar as the weekly amount is concerned. Hourly or daily rates are to be "fair for the work performed," a provision that strikes at the abuse prevalent in some quarters of setting the daily work-relief wage or allowance so low that it demoralizes all other wage-scales in the community.

The "no discrimination" clause, if enforced, should correct another abuse: namely, the allowance of fewer work-hours to Negroes or other groups because the community is convinced that "they can get along on less." The Administration's code throws this question into the area of "budgetary requirement of the relief recipient" where it can be faced squarely.

Relief for Transients

THE Administration's program for the care of transients and homeless is still in the formative stage. It has been announced that there will be set up in the FERA a Department on Transients which will cooperate with state relief administrations in working out policies and standards. States have been asked to submit programs and plans upon which tentative decisions may be made. "If acceptable plans are presented," the Administrator has stated, "grants will be made over and above those for direct relief and work-relief" as provided in Section 4 (c) of the Relief Act.

Barter Questionnaire

Questionnaire To Be Answered by Applicants for Self-help and Barter-exchange Funds

1. How much money is needed?
2. How to be paid, instalment or lump sum?
3. What is money to be used for? (Give as full and detailed information as possible on each project separately for which federal aid is asked.)
4. Give sworn statement of assets and liabilities as of July 1, 1933 or as near that date as possible.
5. Administrative personnel? (List names, addresses, past experience and business connections of principal officers.)
6. How long organized?
7. How many active members?
8. How many actually sustained in system who otherwise would be on relief? (Submit names and addresses of same for independent check-up.)
9. How many persons have been taken from relief-rolls?
10. How many persons can be taken from the relief-rolls within the next six months?
11. What commodities are produced?
12. How is shelter handled?
13. Is scrip used? If so, submit samples.
14. What is behind the scrip?
15. When was scrip first issued?
16. Has it depreciated? How much?
17. Has unit traded with other units? If so, state value, kind and quantity of goods exchanged with other units.
18. How far apart are various other units traded with?
19. To what extent is community behind movement? Are merchants favorable or otherwise? Is organized labor favorable or otherwise? Does the state, county or other local relief organization cooperate with you? To what extent?
20. Give dollar volume of business transacted for each month since starting.
21. To what extent would this appropriation make the system self-sustaining?

(Name of organization)_____

(Name and title of officer)_____

The FERA's definition of transients follows:

For the purposes of this act, settlement shall be defined as residence within a state for a period of *one continuous year or longer*. Hence, all persons in need of relief who have not resided within the boundaries of a state for twelve consecutive months, may be considered as proper claims on the FERA under the above section.

Persons who have resided in a state for more than a year, as defined above, but who may be termed "transient" in that they may not have acquired legal state or local settlement, are to be classified as coming within the usual meaning of relief under Section 4-A, the reimbursement on the costs of relief to such persons to be handled in the regular manner under that section.

Barter and Self-Help

THE Relief Act empowers the FERA "to aid in assisting cooperative and self-help associations for the barter of goods and services" with grants from the discretionary fund. A number of applications have been received from

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

various parts of the country for such appropriations.

As a general policy, the Administration is throwing back upon the state the responsibility for passing upon these applications before they come to the FERA's attention. In a letter to the governors and state relief administrators, the Administration said on July 7:

> The State Relief Administration is not expected to take the full responsibility for the success of any barter and self-help experiment; but the Federal Administration would expect the State Administration to assume responsibility for two of the factors most essential to the success of a barter unit, namely the quality of the administrative personnel, its integrity and its ability; and the sympathy and cooperation of the community in which the unit wishes to operate. These two factors can best be judged by the state authorities. It is almost impossible for the Federal Administration to make a fair judgment of them.

With the letter went a questionnaire form, reproduced on page 289. States were directed to require applicants for self-help appropriations to fill out this form as completely as possible. "The responsibility of the final judgment as to whether the appropriation should be made will rest with the FERA," says the Administrator. And further:

> It is to be definitely understood that expenditures on any of these units are to be considered as experimental ones, and until such units prove that they either have actually reduced the relief expense, and at the same time given adequate relief, or prevented a rise in the relief expense they shall be considered in this experimental light.

The State Relief Administration is advised to keep in as close touch as possible with any unit that is set up under its recommendation. It should require reports from the unit from time to time on expenditures of funds and on the progress being made. These reports should be on file with both the State Administration and the Federal Administration. It is suggested that one of the members of the State Administration should give such time to the development of this project in either a supervisory or advisory capacity as the State Administration deems necessary.

If any State Relief Administration wishes to make an experiment of its own without using an already existing barter unit such application will of course be given immediate consideration upon the filing of the plan of organization with this office. Any help that this office can give in an advisory or temporary supervisory capacity for any unit will also be furnished.

Conclusion

TWO months is a short time for an organization to get up power and to start moving with satisfactory speed toward its destination. This one has not disappointed its friends in that respect, nor has it given critics grounds for protest. Action has been the rule in Washington in recent months, and the FERA's tempo is apace with that of the national administration of which it is a part.

But coupled with action have been both reasoning and reasonableness in adequate measure to effect the formation of a sound and cooperative relief plan between city, state and nation.

Will the Codes Abolish Child Labor?

By GERTRUDE FOLKS ZIMAND

Director Research and Publicity, National Child Labor Committee

WHEN President Roosevelt on July 9 signed the Code of Fair Competition for the Cotton-Textile Industry, which bars from employment children under 16 years, he virtually removed from that industry several thousand children who will be replaced by adults. Had this action been taken in the spring of 1930, before unemployment became so acute, the number displaced would have been over 10,000.

If all of the clothing industries adopt a similar provision, which is expected, another 8650 children will yield their places to older workers. In this case, the Census figure is probably fairly representative of the number of children now at work, for with the sweatshops which have sprung up since the depression, an actual increase in the number of children employed was reported last year in several cities which are strongholds of the garment trades.

One of the primary purposes of the National Industrial Recovery Act is to increase employment opportunities. For this reason, if for no other, a 16-year-age minimum should be incorporated in every code. All of the important child-labor industries that have definitely submitted codes have done so, and President Roosevelt's blanket code, which is operative only until December 31 and which depends upon voluntary acceptance, specifies a 16-year age minimum except for non-manufacturing industries where children 14 to 16 years may work for 3 hours a day.

A real point of danger, however, lies in the agreements to be submitted by the retail trade groups. Although more than 25,000 children under 16 years were employed in stores in 1930, and 15 percent of these were under 14 years, the code originally drafted by the National Retail Dry Goods Association, which it was said would probably be a model for other retail groups, contained no age minimum. Moreover, it specified a decidedly lower wage-rate for junior workers under 18 years than for adult workers. In such industries, where for many processes a very short period of training is required, a wage differentiation based on an arbitrary distinction of age is bound to result in the employment of low-paid juvenile labor to replace more highly paid adult labor, thus defeating one of the fundamental purposes of the Recovery Program. This industry is now reframing its code, and the new text has not been made public at this writing.

The Detroit Retail Merchants Association, it is interesting to note, has already protested to General Johnson against the blanket code in its application to mercantile industry and has asked that lower wages for junior employes be considered.

The industrial codes can at one sweep temporarily abolish child labor in most of the industries of this country. Allowing for a 25 percent decrease since the 1930 Census was taken, fully 100,000 children would be released for school and their jobs made available for adults if a 16-year age minimum were incorporated in all codes. The 400,000 children regularly employed on their home farms will not be touched by the codes, and whether the 67,000 young

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

wage-workers in commercialized agriculture, the 23,000 newsboys and bootblacks, and the 40,000 domestic workers will be affected is likewise doubtful.

However, the mere inclusion of a 16-year age minimum is not sufficient for all industries. Not only the 14- and 15-year-old coal-mining operatives, of whom there were 722 in 1930, should relinquish their jobs to adults, but the 15,182 boys of 16 and 17 years as well. The code of the bituminous coal industry, however, provides merely that children under 16 should not be employed "inside a mine." Undoubtedly the 3,181 children under 16 should be taken out of the sawmills, as the lumber code already submitted to the National Recovery Administration stipulates—but every one of the 15,736 workers who are under 18 years should also be removed from this hazardous employment. The general public, as well as the men who get their jobs, will be relieved if the 15,219 "chauffeurs, truck and tractor drivers" who are under 18 years surrender their drivers' seats to older men. And the railroad tracks are no place for the 5,665 boys under 18 who are working upon them as "laborers." Nor is there any place in our blast-furnaces and steel rolling-mills for the 4,973 boys under 18 who were so employed in 1930.

If industrial codes are actually to mean the end of child labor during the depression, the following basic principles must govern their child labor provisions:

1. *Age minimum.* A 16-year age minimum should be included in every industrial code and should apply to all types of employment in the industry; for industries, or specific processes in industries, where unemployment is especially severe or where the risks of employment make advisable adult workers, an 18-year age minimum should be specified.
2. *Apprenticeship.* The employment of learners or apprentices should be strictly regulated as to the number permitted, wages, and length of the "apprenticeship" period.
3. *Wage-rates.* Wage-rates for junior workers should be based on the capacity of the worker relative to adult capacity, and not on an arbitrary age basis.

If these principles are fully incorporated and the codes are effectively enforced, child labor will be eliminated from the major industries of the United States for the two-year period of the emergency. But this does not mean that the child-labor fight has been won. Considerable pressure was brought to bear before industry "voluntarily" moved to eliminate child labor,—not all industries have done so yet —and this action cannot be too literally construed as indicating a change of heart which will keep children out of industry when the restrictions imposed by the codes cease to operate. When employers are once more free to fix their own wage scales and conditions of work, "cheap" child labor may again become profitable.

Previous experience indicates that when a period of unemployment begins to abate and industry picks up, the number of children entering industry tends to increase. And there is ample evidence that when federal control of child labor has been exercised and is removed, its effect likewise vanishes! When the first Federal Child Labor Law was declared unconstitutional, there was a prompt restoration of a longer working-day for children and an increase in the number of such working children. Moreover, between 1920 (when the second Federal Child Labor Law was in effect) and 1930, when there was no federal regulation of child employment, the number of children employed in textile establishments in South Carolina and Georgia actually increased by 23.7 and 11.9 percent respectively.

Child labor is an evil at any time. The depression has brought to the fore the economic unsoundness of employing children while adults are idle, but from the humanitarian point of view, there will be need for child-labor control long after the depression has passed. The National Child Labor Committee is therefore working simultaneously for the inclusion of a child-labor provision in every emergency industrial code, and also for ratification by the states of the Federal Child-Labor Amendment as the only method of making permanent the improvement in child-labor standards which may result from the National Industrial Recovery program.

Fifteen states have now ratified the Amendment—nine of them during 1933. Efforts for ratification cannot be relaxed. We must press on toward the goal of ratification in thirty-six states by 1935 so that a federal law can be enacted as soon as the codes cease to operate and child labor can be eliminated once and for all.

THESE TWO

(The ceaseless, inarticulate cry of a mother, while working)

BY HENRIETTA R. SMEDES

These two, O God, these two—
I hold them up to you.
'Ain' nothin' they don't need
To keep 'em fit and fine.
Take 'em, God. They're yours—
Not mine, not mine, not mine.

'T ain' like I hadn't tried—
I've tried the best I could,
And oh! I do so want
That they should be good.
But it's more'n I can manage,
And now it's up to you,
For they're yours, Lord, yours,
And you *must* keep 'em true.

Don't matter, God, 'bout me,
Not the least little bit,
If only you'll just take 'em
And keep 'em fine and fit.
So this is what I'm wantin'
And aprayin' you to do—
To take 'em and to keep 'em,
Just these two.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE COMMON WELFARE

In Memoriam Florence Kelley

THE serene shades of Florence Kelley must be looking back triumphantly, perhaps a bit wistfully, at the Blanket Code under the Recovery Act. For this voluntary code proposes to issue to manufacturers and shopkeepers who agree to observe its provisions, a card or sign showing that their goods are made under fair conditions, that their employes are not working more than the maximum hours established for their trade and that they are paying at least the established minimum wages; and a great campaign to induce consumers to buy only of these concerns is to be conducted, President Roosevelt himself leading off on the radio.

Now that is precisely what the Consumers' League White List proposed to do when Mrs. Kelley promulgated it over thirty years ago. The original plan of the League was not to boycott goods from sweatshops, but to issue a White List of firms whose plants its own agents had investigated, and to persuade the League members to buy only from approved dealers and thus be sure they were not patronizing sweatshops. The membership of the League was never large enough to make or break a business concern. But its influence was felt and feared, especially as it went continually and successfully into protective legislative campaigns against child labor, night-work for women and excessive working-hours, and for a legal minimum wage. And Mrs. Kelley, stumping the country year after year, waving her White List like a battle-flag, brought a glowing vision of service to humanity to her audiences, particularly in the colleges. What she attempted to do by persuasion, by an ethical appeal, has now become one of the major economic activities of the Recovery Administration with the full force of the government behind it. The old White List and the new Blanket Recovery Code are cousins under the skin. Perhaps the most surprising thing about it is that a whole nation has been persuaded in less than a generation that good economics calls for good ethics. Few evangelists have worked so fast as Florence Kelley.

Welcome Back, Whittier

AFTER more than two years of the hardest kind of work, the Citizens Committee, of which Elmer R. Murphey of Pasadena is chairman, has persuaded Governor Rolph of California to remove the Whittier State School for Boys from the maw of his political machine. Readers of The Survey will recall (Survey Midmonthly, July 1931, p. 404) that the governor's director of state institutions fired the superintendent, Kenyon J. Scudder, who had a nation-wide reputation as a worker with boys. In his place was put one Smith, a former Texas sheriff, and as parole officer, Owens, described as an ex-prizefighter. Both had worked for the governor's election. Conditions got constantly worse at the School and the work of the Citizens' Committee increasingly difficult until, by good luck, Senator Inman's Investigating Committee summoned Mr. Murphey to testify at a public hearing. He went over the school situation at length and declared incidentally that "Owens had endeavored to interest some of his assistants, as he said, in bumping me off, as I had been trying to get his job." That made the first page of newspapers throughout the state and created such a stir that the governor yielded to public opinion and asked Mr. Murphey's committee to nominate new officers and an advisory committee. This they did and their nominations were accepted. The new superintendent is E. J. Milne, formerly judge of the Juvenile Court in Salt Lake City. His assistant is Robert V. Chandler of Pasadena, a business man and enthusiastic boys' club leader. The advisory committee is made up of people who have the confidence of the community: William H. Cormack, leader in boys' work of the Los Angeles Rotary Club; Carrie Parsons Bryant, member of the Los Angeles Board of Education; the Rev. E. E. Day, a Congregational minister of Whittier; Father Thomas J. O'Dwyer of Los Angeles; and Mr. Murphey. California is to be congratulated, not only on the restoration of Whittier as an outstanding school for boys but on the acquisition of a citizen like Elmer Murphey, an eastern business man who had retired for quiet and sunshine but plunged up to his neck into a rough-and-tumble political fight for the things he believes in.

Re-employment Service

"WHAT is this Re-employment Service that Frank Persons is running?" people have been asking in a puzzled way. "Is it the old Federal Employment Service under a new name, or what?"

The U. S. Employment Service under the direction of W. Frank Persons is running two shows: one, the longtime project of building up the permanent structure of free employment services in this country; and the other this emergency "transitory" system of registration and placement centers through which the immediate induction of men into public works, and perhaps into industry, may be handled.

There was no direct legal mandate in any section of the huge National Recovery Act directing the U. S. Employment Service to establish this chain of "re-employment" offices, but the obligation to do so was found to be inescapable once the Special Board of Public Works swung into action late in June. The labor policy adopted by the Board included provisions for the equitable distribution of jobs, both as to individuals and as to geographical allotment; and it provides that "local labor required for such projects . . . should so far as possible be selected from lists of qualified workers submitted by local employment agencies designated by the U. S. Employment Service."

But there are 3000 counties in these United States and only 135 local public employment agencies on record with the U. S. Employment Service. Mr. Persons did some rapid calculating and worked out a two-point program under which the Public Works Administration agreed to supply the funds and the federal relief administrator the personnel to set up the new employment bureaus required.

A pattern quickly emerged: at Washington a National

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Re-employment Council composed of representatives of the U. S. Employment Service, the Federal Emergency Relief Administration and the Public Works Board; a replica of this council at each state capitol, directing the work through a full-time state director and staff; and in each local unit where public works are to open up a re-employment labor market, a local committee putting the registration and placement job across with the aid of such personnel, employed staff or otherwise, as is necessary.

Where a state employment service is functioning the re-employment service will not be established. There is to be no duplication of established employment services.

Selection and placement on jobs, it appears, are not to be limited to the active relief cases of the communities, although such persons will be given their fair share of employment opportunities. Self-maintaining citizens just "on the edge" are not to be penalized for their struggle to keep off of relief, but will get a chance under this plan. The only test is that "qualified workers" must be selected; whether from dependent or other groups.

The U. S. Employment Service sees in this emergency program an opportunity not only to do a necessary emergency job, but a chance to drive in a good many wedges in support of its main program.

Those Public Palisades

BY THE time these words are read the magnificent gift by John D. Rockefeller, Jr., to the public through the Interstate Palisades Park Commission of 254 acres of land for a parkway on the crest of the Palisades will have been acclaimed the country over, for the Palisades of the Hudson are the heritage of all America. To preserve their skyline is a national service. The Survey—as perhaps no other periodical—rejoices in this gift. For it was an article in The Graphic five years ago (Those Private Palisades, by Loula D. Lasker, June 1928) that sounded the call to those who would prevent the vandalism then being planned by commercial building interests. As a result, public opinion was aroused and a group of citizens was organized which has been active ever since under the able chairmanship of Walter Kidde of Montclair, New Jersey. Meanwhile Mr. Rockefeller has been quietly accumulating 40 percent of the land necessary for the parkway recommended by the Regional Plan. Added to the 40 percent owned by the Interstate Palisades Park Commission, it is now necessary to acquire but 20 percent of the land to preserve the Palisades in their unspoiled beauty.

The last chapter in the history of this struggle—a struggle begun thirty years ago when the face of the cliffs was rescued from the designs of the quarrymen, aroused by Lyman Abbott, editor of The Outlook—is being written. It is not finished, however, for Mr. Rockefeller's gift of land is contingent on $3,500,000 being raised to build the parkway. Application has been made to the Federal Public Works Administration to finance the project. Just what the federal authorities will decide is not known at this writing. Whether any outright gift which the government can make must be limited to a participation with others in the cost of the project is a moot question; whether the state of New Jersey will find a way to meet the costs involved in whatever loan may be necessary from the federal authorities it is too early to say; the costs of condemnation may also be a difficulty. But one thing is sure. Mr. Rockefeller's gift offers a unique opportunity to combine unemployment relief with an improvement of lasting value. It offers an eleventh-hour chance to save the Palisades and to build a parkway comparable to the Amalfi Drive in Italy or the Corniche Road via the Riviera. No stone should be left unturned to persuade the Federal Public Works Administration to go to the limit of its authority and to persuade the state of New Jersey to cooperate to the uttermost in order that "the one transcendent and irreplaceable coign of natural beauty within a hundred miles of the greatest city in the world" may be increasingly enjoyed and held in safekeeping for the future.

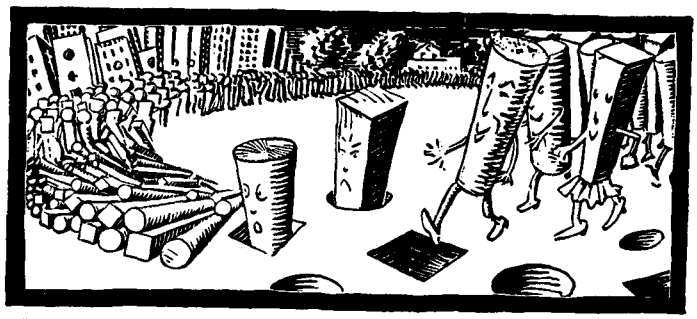
San Diego Mexicans

A NOTABLE contribution to the comparative study of standards of living has recently been completed by the Heller Committee for Research in Social Economics of the University of California, on the basis of an investigation made by the San Diego Neighborhood House under the direction of Prof. Constantine Panunzio. This study of the incomes and expenditures of one hundred Mexican families is of special value because its data are presented in comparison with similar data from previous studies of American workers. It should be read also in conjunction with Paul Taylor's recent study of a Mexican community; for their way of life as here illustrated helps to explain why, in spite of serious hardships, many of the immigrants who have returned to Mexico still look wistfully back upon the time they spent in this country.

As Dr. Jessica B. Peixotto states in the foreword of the report (How Mexicans Earn and Live, by Constantine Panunzio, University of California Press, price $1.20 postpaid of The Survey), the findings throw significant light on national adjustment. They confirm, for example, the tendency noted by other investigators that immigrants are most conservative in regard to diet. They are adopting new ways most readily in regard to housing, because this is largely outside their control, but also in regard to clothing, which represents the most conspicuous means by which a low-income foreign group can express its desire for equal social status with its native-born neighbors. The San Diego Mexicans spend about one third of their family expenditure on food; but while American workers who spend about the same proportion on food often thrive fairly well on it, these Mexicans—though by no means among the poorest—are as a class decidedly undernourished. Like other immigrants, Mexicans spend a relatively large proportion of their total resources on the support of dependents. One-third of these San Diego families contribute to the support of relatives, usually in Mexico, as against only 6 percent, for example, of a group of Oakland streetcar men studied in 1924. By contrast, their expenditure on health, their provision for a rainy day and their trade-union or fraternal contributions are scanty.

The charge, then, that Mexican immigrants not only are liable to accept lesser wages but are also spending less of their income on the maintenance of a high level of well-being is shown to be sound, so far as this sample is concerned. Against this must be set their relatively high expenditure on modern mechanical conveniences, such as automobiles and radio receiving sets, which, though it has not been very effective as yet in opening up a large market for American industrial products in Mexico itself, can hardly fail to do so increasingly and thus be of benefit to American labor.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



SOCIAL PRACTICE

Extra-Mural Old Age

IT'S a big old vine-covered house in a shady Boston street, and they call it the Home for Aged Men, but through the flexibility of its board of directors and the resourcefulness of its staff the house itself has become just one link in a chain of care for its beneficiaries. The Home takes its old men as it finds them and gives each one the particular kind of care he needs. Some of them are better off in the institution and there they are. Others are better in the familiar surroundings of their own homes, so there they remain with the social worker and the nurse ministering to them. When they are actuely ill or require long nursing they are cared for in hospitals or nursing homes. With changes in physical conditions the indicated changes in care are made.

The Home's Department of Social Work and Outside Care, Christine McLeod executive secretary, now has ninety-odd men whom it looks after, twice as many as are resident in the institution and at almost exactly the same cost. To supplement the amounts granted by the Home for its extra-mural charges Miss McLeod uses all the skills of the good caseworker in tapping natural resources such as relatives, friends, churches and lodges. Some $4800 was thus secured last year and coordinated with other funds into thoughtful budgets which included spending-money and little extra comforts as well as necessities.

Problems of Women's Prisons

HOW to maintain standards on reduced budgets, how to meet the growing difficulty of parole placements, how to define more clearly the professional content of the job, were just a few of the subjects tackled by the women superintendents of correctional and penal institutions for women who met in New York recently to thresh out in group discussion the problems which beset them. Women prisoners are relatively small in number and the discussion of their treatment, difficult and different as it is, is sometimes lost in the shuffle of the big prison congresses. Hence the close-in gatherings of women superintendents these last three years, fostered by such stalwarts as Martha P. Falconer of New York, Dr. Ellen C. Potter of New Jersey and Mary Dewees of Delaware, chairman for 1934.

Seventeen institutions in nine eastern states were represented at the New York meeting by the women who are charged with the custody of 6800 individuals, 5107 of whom are juveniles. A similar discussion meeting for superintendents from middle and western states was held in Chicago.

Reconditioning the Discouraged

LONG before the homeless unemployed became a major problem, Rev. W. E. Paul of the Minneapolis Union City Mission had it clear in his own mind that worklessness destroys the habit of work. To demonstrate the converse of this he rented, six years ago, an abandoned farm ten miles from town, "so poor it wouldn't even raise a fuss," and went there with twenty-five men, discouraged denizens of the Mission, to try with them the tonic effect of hard work. The next year he bought 135 acres and erected buildings for 100 men. Today Mission Farm has 550 flourishing acres, a herd of 220 Jersey cattle and hogs, sheep and poultry *ad lib.* Some 500 men, technically homeless, live and work there not only for themselves but to provide food for some 2500 others at the Mission in the city.

The Union Mission, supported by the Community Fund and by certain city payments, is the principal Minneapolis agency for the care of the homeless. Men who show a willingness to help themselves may go to the farm where little by little the habits bred of discouragement and idleness are overcome. All the buildings on the farm, nearly forty, large and small, have been erected by the men and an extensive program of road-building and forestation has gone forward. Except for the general foreman, all the supervising staff is drawn from the group itself, which likewise supplies its own discipline. The only pay is a small allowance, a quarter or so a week. No men are forced out to look for jobs but in 1931 some 1300 of them found jobs for themselves in the neighborhood, jobs that stuck too. Last year the number was only 800 but at that the farm supplied most of the agricultural labor of the vicinity.

The neighbors were none too pleased when Mr. Paul and his homeless men moved onto the unsightly old farm on Medicine Lake. But what with a beautiful water-front, seven miles of new road, a highly cultivated farm marked off with rustic fences and improved with buildings in the rustic lodge style, they have definitely changed front. The men who spend even a few weeks at Mission Farm are, the Minneapolis social workers say, fairly born again, mentally and physically. "It's the tonic of work and decent living," says Mr. Paul. "Plus Mr. Paul," say the social workers.

First Lines and Last Resorts

A CHILD'S first right is to his home, the federal Children's Bureau reiterates in a new bulletin, The A B C of Foster-Family Care, adapted for national use from a publication of the Pennsylvania Department of Welfare. "The child-placing agency should see itself in the light of a reserve to be called upon when all else fails." The first lines of defense against unnecessary breaking-up of homes are the family and children's agencies; the mental-hygiene clinic that helps the child to fit the home and vice versa; the hospital which returns the worker to his job; the juvenile court and domestic-relations court which straighten out home tangles. This handbook for workers who place children in family homes details the circumstances under which children can and should be kept with their own families and those which spell the need for foster care in a family home or institution. Among problems still pressing for solution in the interests of keeping children where they belong the Bureau enumerates better marriage laws, education for parenthood and other measures to increase the stability of family life, and, on the economic side, "efforts to lessen unemployment, to raise the level of wages, and to improve living conditions . . . more vital to the children of the future than any amount of provision for the care of children away from their homes."

Social Work as an Interpreter

IN Puerto Rico, where some three-fourths of the people are country-dwellers with a low but not primitive standard of living, social work is becoming an integral part of the public school system. A social worker is attached to each of the thirty-nine new type rural schools, called Second Units, to act as interpreter between school and community on the functions of the one and the needs of the other. Required training for these workers includes four summers of study at the University of Puerto Rico with courses in the general principles and techniques of social work, the special health problems of the island, sociology and economics in relation to rural and labor problems and analyses of field experience as a method of building the social-work program. The workers are Puerto Rico girls, university or normal graduates.

The activities of the social workers who function under the Department of Education include: those directly connected with the schools, such as following up absences and health examina-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tions, home gardens, home economics and case conferences with principals and teachers; those connecting school and community such as family case-work, and promotion of clubs, committees and parent-teacher associations; and those connecting school and community with outside resources such as the insular departments of health, agriculture, child-welfare and so on.

"The test of our program," says Dorothy Bourne, supervisor of social work in the Department of Education, "is its flexibility to meet the changing conditions of a pioneer field. We do not minimize the usefulness of social work techniques but feel that our special situation offers unusual opportunity to use that technique in the interest of a kind of education in which we all believe—education which will raise the standard of living, stimulate initiative and increase the values of life."

The Crime Parade of 1933

YOUTH still leads the crime procession in this country, says the Bureau of Investigation of the United States Department of Justice, with boys of nineteen looming larger than any other age-group. "Treading hard on the heels of those delinquents in the last year of their 'teens are persons under twenty-one years of age who account for one of each five whose arrest-records were examined." Automobile theft still flourishes as the favorite crime of youth with burglary second in order. Of 80,735 arrests made during the first three months of this year almost one third were for disorderly conduct, drunkenness and vagrancy. Women constituted only 6.5 percent of the persons arrested but when the proportions are computed they appear to have engaged in more serious offenses than their brothers in misconduct.

As a backfire to the advance of juvenile crime, New York's new police commissioner, James A. Bolan, has put forth the interesting idea of a class to be organized next fall in the Police Academy to instruct school teachers in the gentle art of combating juvenile delinquency "from the police standpoint." If this project is a part of the developing program of the Crime Prevention Bureau, which during the past year has made quiet and consistent progress, social workers and educators will view it with confidence; if not they are bound to scrutinize it closely.

What Happens Between Meals

"WE DIDN'T bother much at first as to what they might do between meals," Robert B. Dixon, superintendent of the Bureau of Recreation of Scranton, Pennsylvania, told the recent meeting of the Pennsylvania Association of Planning Commissioners. But when Mr. Dixon and other members of the Committee on Play Centers had finished reporting, it became evident that a good many people have been bothering a good deal of late. Adult swimming periods in that city are engaged two months ahead; throughout the winter a basketball team of unemployed men over 21 years of age spent active afternoons together; and at one point the "play center" showed the tearful spectacle of a group of unemployed men engaged in wrapping seven and one half tons of onion sets in one-pound packages for the thrift gardens of unemployed families! The use of Philadelphia's recreation centers is estimated to have reached more than two million men last winter, of whom more than half were unemployed. Reporting for that city, Charles H. English declared that the great majority of the unemployed men preferred passive recreation to active, but there was enough active sport to keep 28 baseball diamonds and 39 swimming-pools busy. Chester, Pennsylvania, on the contrary, finds baseball the leading attraction of play centers; vacant fields are cleaned up for diamonds by volunteers with the use of highway department equipment. In Reading and in Allentown school boards have been especially cooperative in offering the use of school buildings and gymnasiums; in Johnstown jobless relief labor has turned a white-elephant tract of land owned by the city into a park with outdoor fireplaces, tennis courts, three baseball diamonds and a football field—all at a cost of less than $3,000. A silver lining of adversity is the remark of one member of the committee—that recreation systems are realizing they must adapt themselves to the interests of grownups as well as the children who used to be considered their reason for being.

The Foods Clients Choose

AT the request of the Berkeley (Cal.) Welfare Society, the Heller Committee for Research in Social Economics and Dr. Ruth Okey of the University of California studied the choice of foods by dependent families who had relief orders on neighborhood grocers with only very general restrictions. By either minimum or adequate relief standards, many dietaries were seriously deficient, especially in vitamins and calcium. Unrestricted food allowances, they conclude, must allow for bad judgment; for these families they would have had to exceed cost standards by an average of 19 percent, and for a large majority of the families, by as much as a third. The study, Foods Chosen by Dependent Families, is available in mimeograph from the University, price 25 cents.

ONE world leadership consistently maintained by this country is that in murder. The homicide rate in some 200 American cities remained last year at 10.8 per 100,000 population, about twenty-two times as high as the rate in England.

THE New York State Department of Social Welfare has published a new edition of its compilation of settlement laws of all the states revised as of April 1933. Copies of the pamphlet are available free of charge to public and private social agencies upon request to the Albany office of the department.

THE summer-school of the Pennsylvania State College is giving this season a six-weeks course in Administration of Unemployment Relief which includes a daily seminar, lectures and discussion led by practicing social workers, group projects and field work. The course will end with an all-day conference in which lay and professional people from surrounding counties will participate.

TAKING a cue from the success of its Sea Scout program for older boys, the Boy Scouts of America are actively pushing a program for boys of fifteen years and upwards which provides occupation profitable in terms of morale and personal fitness if not in money. The enrollment in the Sea Scouts increased last year by 42 percent, while the enrollment of Cubs, boys between nine and eleven, increased 13 percent.

Various and Sundry

SOCIAL CHANGES IN 1932. *Edited by William F. Ogburn. Reprinted from The American Journal of Sociology by the University of Chicago Press. $1.*

THIRTEEN articles by distinguished scholars reviewing significant events in as many fields of human relations.

THE FORGOTTEN TENTH. *Published by the National Urban League, 1133 Broadway, New York. 35 cents.*

AN ANALYSIS of unemployment among Negroes and its social costs, based on material gathered last year and this in 125 American cities. Announced as Number 1 in The Color-Line Series.

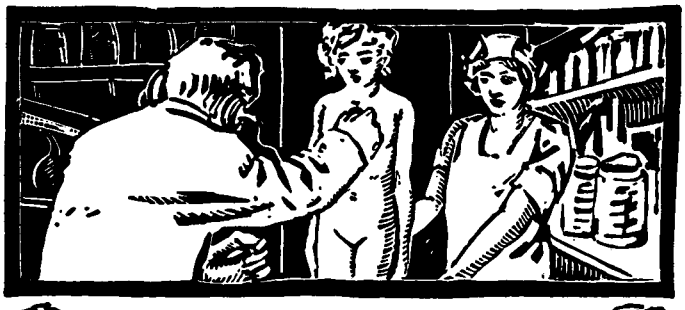
SOCIAL CASE WORK. *by Mary S. Brisley and Viennie Borton. Woman's Press, 600 Lexington Avenue, New York. 25 cents.*

NOT an effort to make case-workers overnight, but rather an attempt to inform YWCA secretaries and others on the basic attitudes and methods of case work. One of a current series on YWCA adjustments to new needs.

FOREIGN COOKERY. *Compiled and published by the International Institute, 3833 Delmar Boulevard, St. Louis, Mo. 53 cents.*

RECIPES for the famous dishes of some thirty-odd foreign countries, gaily bound up and offered to the public with the hope that from the sale will accrue sufficient funds to help carry the Institute over a yawning gap in its budget.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



HEALTH

Toward Cancer Control

THAT health education brings tangible results is a hopeful meaning to be read into an account of recent cancer history in Massachusetts reported by Dr. George H. Bigelow, state health officer, in the bulletin of the American Society for the Control of Cancer. For the past six years that state has carried on an active program of education, diagnosis and care of this disease. The number of cancer patients cared for in general hospitals—aside from those in the State Hospital at Pondville—has increased twice as rapidly as in general hospitals outside the state. Moreover, in contrast to the increase in cancer considered general in other parts of the country, Massachusetts has shown practically no rise in the cancer deathrate since 1926 when adjustments are made for age and sex of the population. Analysis of the statistics shows that the most marked improvement in the cancer deathrate is in those forms of the disease where existing knowledge offers opportunity for prevention and cure, suggesting that these years of a stationary deathrate—unprecedented in the history of the state—are to be credited to medical aid rather than general biological factors. There is not yet room for complacency, Dr. Bigelow points out. "Were our knowledge fully put to use we could double annually the cures." In the past years' record however there is ground for great encouragement and assurance that present methods are proving effective.

Ragweed: Enemy of Public Health

AUGUST sneezers probably need no convincing as to the iniquity of hay fever, but they may be cheered to know that the New York Health Department is broadcasting discussion of that affliction as a public health problem. In a recent address Dr. Albert Vander Veer of New York City pointed out that some two and a half million people in this country suffer from hay fever, and that nearly a third of these, if untreated, develop asthma which may prove permanently crippling. In the northeastern states ragweed is a chief villain in the piece. In cities, Dr. Vander Veer declares, an effective way to deal with the problem is to organize a hay-fever prevention committee to aid the health officer, consisting preferably of at least one physician and a lawyer who themselves have hay fever and one mother whose child has pollen asthma. Treatment by injections will diminish the chances of complicating asthma and sinus infections and the duration of discomfort from the hay fever itself.

New Jersey Helps the Hospitals

UNDER an order which went into effect May 1, the New Jersey Emergency Relief Administration has authorized as a legitimate relief expense, payments on account of indigent patients admitted to general hospitals when made in accordance with a specified procedure. Each hospital desiring such aid must first submit a report of its services and financial condition, and a schedule of rates to be paid is worked out on the basis of the Administration's analysis of these data. Payments are made to approved institutions in accord with these rates for patients unable to pay any part of the hospital charge, in harmony with the requirements of existing poor law and county welfare acts. Local relief authorities authorize the admission of the patient under these provisions in advance, except in the case of an emergency when the hospital may admit the patient, notify the authorities, and apply for payment.

A semi-monthly report of hospital service is submitted by the hospital to the municipality, showing the number of free patients, the cost of treatment, and the charge at the agreed rate per patient-day. Payments from other sources on behalf of particular patients accepted as relief charges are credited against the ERA account. Authorization of hospital care is given for a period not to exceed twenty-one days, but may be renewed if longer care is required. The rate basis is subject to review and revision at periodic intervals. Study of the first three months' working of the measure is being made. At least until its results are known the plan is being carried on despite the ruling that federal relief funds may not be used for hospitalization. A committee of three physicians recommended by the Medical Society of New Jersey has been appointed as a medical advisory group and six hospital administrators as an advisory committee on hospitalization; with a similar committee on public-health nursing, these groups will form the health section of the Advisory Council of the ERA.

A School for Midwives

FILLING a gap long felt by public-health workers and obstetricians, the Lobenstine Midwifery Clinic in New York City has nearly concluded its first year as a training center for midwives. It is estimated that midwives officiate at nearly 50,000 births in the United States during a year, and while nearly all states have laws governing their licensing, only a few are carrying on effective supervision or educational efforts. Funds for the clinic were obtained by appeal to the friends and patients of the late Dr. Ralph Lobenstine, who long had had the project at heart. Seven students have been registered since last October, when classes began, chiefly public-health nurses destined for the supervisory work of health departments, for whom scholarships have been provided by the Rockefeller Foundation. At the end of a ten-months' course in residence they receive a certificate as registered midwives issued by the University of the State of New York. Eventually it is hoped to start "refresher" courses for midwives now in private practice. Immediate practical instruction is given by a resident physician and a registered midwife, supplemented by lectures by an attending staff of five physicians.

Baby Show, 1933 Model

A NEW sort of a baby show opened on Fifth Avenue, New York City on May Day: no one wriggled, no one cried, no one was carried home exhausted. The occasion was an exhibit of paintings, sculpture and photographs of children in a well-known art gallery, arranged by the Children's Welfare Federation of New York City with the dual purpose of fund-raising and making people think about children. Fees were charged for entries and admission was fifty cents. The commissioner of health and several well-known baby doctors served as judges of the huskiness of the babies who looked down from canvas, paper and clay, and a former police commissioner awarded ribbons for character in the pictured children between the ages of six and twelve. The paintings ranged from a Van Dyck to the most modern Americans, but the photographs were probably the most popular entries. There was Thomas A. Edison as a little boy in a plaid muffler and the Hon. Everett Colby riding a tricycle; Mrs. James Roosevelt, the President's mother, as a little girl, and again with her great-grandchildren. The Children's Welfare Federation, a clearing house for 259 organizations which deal with the health of young New Yorkers, has long joined with the Health Department in frowning on baby shows because of the wear and tear on both mothers and babies who enter them and the risks of contagion.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

This new variety, however, did away with those objections, brought much needed funds, and aroused much new interest in the Federation's work for real babies.

Eugenic Sterilization

NORTH CAROLINA fell out of the list of states with eugenic sterilization laws last February when its 1929 statute was held unconstitutional by the State Supreme Court on the ground that it did not provide for notice to a hearing of the person to be sterilized. Not long ago it returned to the fold with a new law which makes these provisions and permits appeal from the Board of Eugenics to the courts. The courts, however, may pass only on questions of law; records of proceedings before the Board are conclusive and binding. More than half of the states have put sterilization laws on their books in the past twenty-five years since the first legislation of this sort was enacted in Indiana, but except in California the laws have been little used. There more than 7,000 operations have been performed under the law, among them 1500 on mentally defective persons who thereby could be paroled from state institutions. A questionnaire sent out by the Association for the Study of the Feebleminded showed its membership almost unanimously in favor of selective sterilization. No reply from any state which has a sterilization law advocated its abandonment.

The judicial history of sterilization laws has been mixed; in eight cases they have been held unconstitutional by the higher courts and in nine they have been upheld. The most notable of these latter decisions was one given by Mr. Justice Holmes for the United States Supreme Court on the Virginia law in the case of a feebleminded woman who was herself the daughter of a feebleminded inmate of an institution and the mother of a mentally defective illegitimate child. "We have seen more than once," the decision declared, "that the public welfare may call upon the best citizens for their lives. It would be strange if it could not call upon those who already sap the strength of the state for these lesser sacrifices, often not felt to be such by those concerned, in order to prevent our being swamped with incompetence. It is better for all the world if, instead of waiting to execute degenerate offspring for crime, or to let them starve for their imbecility, society can prevent those who are manifestly unfit from continuing their kind. The principle that sustains compulsory vaccination is broad enough to cover cutting the Fallopian tubes. Three generations of imbeciles are enough."

Ready References

A HANDBOOK ON STATISTICAL REPORTING IN THE FIELD OF MEDICAL SOCIAL SERVICE. *Prepared by a Joint Committee of the American Association of Hospital Social Service Workers and the Advisory Committee on Social Statistics in Child Welfare and Related Fields of the U. S. Children's Bureau. Superintendent of Documents, Washington, D. C. Price 5 cents.*

GOOD POSTURE IN THE LITTLE CHILD. *Publication No. 219, Children's Bureau, U. S. Department of Labor. Superintendent of Documents, Washington, D. C. Price 5 cents.*

ATTRACTIVELY illustrated bulletin on good and bad posture with practical descriptions of exercises, games and the like to interest children in the former.

THE DUTIES OF OHIO PUBLIC-HEALTH COMMISSIONERS, *by W. W. Charters and Darwin A. Hindman. No. 17, Bureau of Educational Research Monographs, Ohio State University, Columbus, Ohio. 70 pp. Price $1.*

DESCRIPTION, analysis and evaluation of current activities, activated by the Ohio Public Health Association and suggesting "that the public-health commissioner's duties have to do primarily with administration, personal contacts and education, and that there is no guaranty that a medical training alone is a sufficient basis for the position."

ORGANIZATION AND ADMINISTRATION OF PUBLIC HEALTH, *by N. Sinai. Michigan Local Government Series. Detroit Bureau of Governmental Research, 936 First National Bank Bldg., Detroit, Mich.*

A REPORT to the Michigan Commission of Inquiry Into County, Township and School District Government, finding that "Michigan should look forward to a plan of reorganization which, in its culmination, will make possible a wider application of public-health practice, a reduction in the number of official health departments and an improvement in the personnel engaged in public-health work."

HEALTH THROUGH THE AGES, *by C.-E. A. Winslow and Grace T. Hallock. Metropolitan Life Insurance Company, New York City. On request.*

ILLUSTRATED booklet by leaders in the field of health education, sketching progress from the Stone Age and the code of the Hebrews to modern conquests of knowledge and current applications.

THE Brazilian League for Mental Hygiene, which celebrated its tenth anniversary not long ago, has opened a mental-hygiene clinic for children, the first of its kind in Latin America. Through special committees the league is studying mental hygiene of children, social legislation, social aid, prevention of delinquency and the like. It holds an anti-alcohol week every year and carries on other temperance work also.

THE Minneapolis Board of Education has ruled that all teachers under its jurisdiction receive the Mantoux test for tuberculosis before the opening of the schools in the autumn.

NOT just bad luck but "proneness" may be at fault when an accident occurs, the Illinois Health Messenger suggests, summarizing studies of the Industrial Health Research Board of Great Britain. Perhaps 25 percent of the population have what for want of a better word is called "proneness to accident"; this group is responsible for 75 percent of all accidents. They may be intelligent but just don't click in a jam. It is suggested that in industry the accident-susceptible may be detected and placed where least likely to do and incur harm.

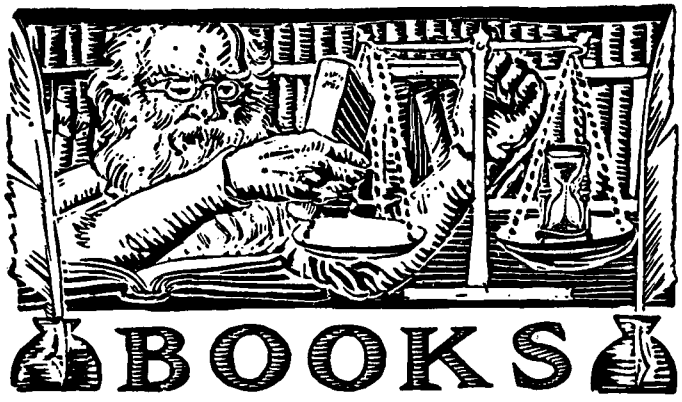
IN 1931 and 1932, the New York State Health Department points out, some communities spent more of public funds for hospital care than for all items of home relief,—fuel, food, clothing and so on. Costs can be cut when bedside nursing service is available, as in some New York communities, to care for indigent people sick at home who otherwise would require hospital care. Daily visits of a public-health nurse are far less expensive than hospital costs, which range from $17.50 to $38.50, with the average well over $20 a week.

THE Silver Lake, New York, child-welfare clinic has instituted a helpful short-cut. When a child within a year of school age comes in, in addition to the routine of physical examination, vaccination and toxin-antitoxin, an explanation is made to the mother of the value of Schick-testing, tuberculin-testing and chest x-ray, and a form is given to record her consent to these services when they are offered in the schools. A gratifying number of consents are being obtained and much later home visiting thereby is obviated.

THE Julius Rosenwald Fund, 4901 Ellis Avenue, Chicago, has announced that it will obtain facts and maintain an information service concerning efforts to reduce and distribute the costs of medical care. Insofar as is possible the Fund will answer inquiries, supply literature and furnish consultation service on the request of physicians, professional organizations, hospitals, industrial or welfare agencies.

FOR the many parts of the country where pellagra is a potential specter, there is pertinence in the result of a study conducted by the U. S. Public Health Service at the Milledgeville State Hospital in Georgia showing that canned collards and kale are satisfactory preventives "at least when used in relatively large proportion," and canned green cabbage and mustard greens practicable contributory sources for supplementing diets to prevent pellagra.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



Psychiatry in Court

CRIMES AND CRIMINALS, *by William A. White, M.D. Farrar & Rinehart. 272 pp. Price $2.50 postpaid of The Survey.*

IN his preface Dr. White explains that his points of view are not "personal to me" nor are they "unique or new." He believes, however, that "some of the most important knowledge we possess is not available when most needed" and he has endeavored to assemble it. While he recognizes and applauds the increasing uses of psychiatry in the courts, he deplores the fact that scientific use of psychiatric methods and research is seriously hampered by old, legalistic machinery. Law and lawyers are still strongly fettered by history and traditions and are unwilling or willing to accept the contributions of modern psychiatric knowledge, depending upon whether it jeopardizes or aids them in the case under consideration.

While man has made notable advances in culture down through the ages, we are still prone to consider the criminal as a thing or a person apart from the herd and to deal with him in terms of the menace he apparently implies for society. We disregard the individual, the actor, and penalize or punish him upon the basis of the act he has committed. Dr. White believes that while the act may define the degree of peril to which society may be exposed by the criminal, in order to best protect society the individual should be studied, and methods of treatment best calculated to influence the future conduct of that individual be determined and applied.

While the reader cannot but be impressed with the fact that Dr. White feels that the criminal, in fact each of us, is more or less conditioned by events and circumstances occurring during centuries of social development, he does not advocate the disregard of social misconduct. He deplores present-day methods of punishment and even speaks of doing away with prisons, but he would do away with them by substituting institutions organized on the basis of treatment of the socially maladjusted and make the rehabilitation of the offender through treatment and social re-education the great objective.

Dr. White believes that anti-social conduct is misdirected energy rather than evidence of a purely morbid condition. The energy may be misdirected because no one has taken the pains to educate or train it in social lines or, if expressed socially in certain periods or hours of labor, it may become anti-social during periods of leisure or idleness. The old adage that "Satan finds work for idle hands" is literally true and if, in addition to idle hands, we have easy or subnormal ethical levels and, as we have in a substantial percentage of the anti-social, subnormal or defective intelligence as well, we have all the essentials necessary for the formation of the criminal. Conceding this to be true, certainly treatment in terms of punishment is unwise.

The punishment meted out by our modern penal law would many times seem to justify the blindfold applied to the statue symbolizing Justice. Our legislators are required to classify crime in terms of its gravity and to prescribe terms of imprisonment which, in their opinion, will adequately punish the offender, thereby fondly hoping so to terrorize him as to make him shun such activities in the future and to deter others from emulating his example. Between the limits fixed by statute, the court is required to guess how long a period will accomplish the result and to fix two dates upon one of which the criminal may be released, the minimum expiration date because of good behavior, and the other upon which he must be released, simply because that date has rolled around on the calendar. In other words, the court is required to prophesy on the basis of one act in a criminal's career, how long a period of imprisonment should be inflicted in order to accomplish the rehabilitation of the offender. This, regardless of the fact, as Dr. White states, that many of these men are more or less conditioned by generations of evolutionary processes since the days of barbarism.

A point which Dr. White does not bring out is that the criminal can be punished only for what he succeeds in accomplishing. The crime is petit larceny because the victim has not left sufficient funds accessible to the thief to constitute grand larceny. Had Mayor Cermak survived, Zangara could not have been convicted of murder in the first degree, because, although he tried his best to kill the president-elect, a woman diverted his aim. In other words, he would have received credit for circumstances over which he had no control. This brings us up to Dr. White's chapter on Suggested Penological Principles.

Conduct disorders are even more inexplicable than physical disorders. It is possible because of our knowledge of disease to prophesy with reasonable accuracy the duration of a physical malady and to more or less accurately predict the outcome. Where anti-social conduct or crime is concerned it is manifestly impossible to do so. So, as Dr. White suggests, the ideal procedure in criminal cases would be to commit the offender, as a ward of the state, to remain in custody until fit to return to society, but the courts should restrict their efforts to a determination of the guilt or innocence of the accused. When it has been determined because of the guilt of the individual that it is necessary for society to take some unusual means, i. e., segregation or confinement, to protect itself from him, it should be possible to release him when he shows every evidence that he has been corrected insofar as his maladjustment is concerned and it should be equally possible to continue his segregation for life, should he show no evidence of readjustment or rehabilitation.

WALTER N. THAYER, JR., M.D.
Commissioner New York State Department of Correction

Public Employment Services

STATISTICAL PROCEDURE OF PUBLIC EMPLOYMENT OFFICES, *by Annabel M. Stewart and Bryce M. Stewart. Russell Sage Foundation. 327 pp. Price $2.50 postpaid of The Survey.*

PUBLIC employment offices must do more than bring workers and jobs together: they must report on the demand for labor and the supply of labor; they must include an analysis of the sex, age and race groups involved and have data on the hours of work and of the "prices" "bid" and "asked" in the labor market. On such information must rest the program of public employment work, the plans for vocational training and re-training, of every form of vocational-guidance work. Such material is difficult to gather and compile. Mr. and Mrs. Stewart have written a book, the climax of which is a form for recording this information, a method of compiling it and a scheme for its publication.

In 1929 the International Association of Public Employment Services requested the Committee on Governmental Labor Statistics of the American Statistical Association to recommend statistical procedure for public employment offices. No two more appropriate persons than the authors could have been asked to undertake the study. As a result of their inquiry in the United States and abroad, they have reported on the terminology and statistical method which center around the apparently simple items: openings, applications for employment, referrals, and placements. In Part I these findings are treated in summary form, in Part II the methods current in each of seven countries are described, and in Part III a plan for the United States is outlined in detail.

The faithful reporting of the authors, without comment on their part, makes clear that the variety of definition and statistical

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

method in this country renders useless present information on the labor demand and supply as secured from public employment offices. The final sentence of the book, "the plan here presented presupposes an efficient, nationally organized service, designed to take an outstanding part in contact-making between employer and workers," indicates that the authors expect a further simplification of the simple form they suggest. This will be necessary during the period in which the newly reorganized United States Employment Service is establishing two important points: that adequate clerical assistance must be provided for professional employment workers and that an increased number of applicants and employers must use the bureaus if public employment offices are to provide an adequate sample of conditions in the labor market. Mr. and Mrs. Stewart have done invaluable service in presenting a goal towards which to strive.

DOROTHEA DE SCHWEINITZ
State Employment Office, Philadelphia

Chimp and Child

THE APE AND THE CHILD, *by W. N. Kellogg and L. A. Kellogg. Whittlesley House. McGraw-Hill. 327 pp. Price $3 postpaid of The Survey.*

THIS is a striking experiment in which a chimpanzee seven and one half months old became the companion and playmate of a ten-months-old child, the son of the authors. They were exposed to generally identical stimuli during a period of nine months and Professor and Mrs. Kellogg studied them to ascertain the relative effects of heredity and environment in bringing about their development. With scientific objectivity and self-criticism they noted and recorded the facts and kept their subjective interpretations in the background as they compared the two through the medium of definite and exact tests and experiments. Bearing in mind the variations in heredity, they sought to ascertain the degree to which the common environment favored likenesses and differences between the two. The influences of the psychological environment gave the chimpanzee opportunities that would not have existed under primitive conditions. Hence the animal was subjected to humanizing influences to which excellent responses were made, clearly indicating the contrasts between the organizations and limitations of the chimpanzee and the child.

This is really not a book to review but rather one to read in order to sense the thoroughness of the experiment, the patience, thought, diligence and parental self-discipline of the experimenters in the interest of an accurate technic and the clear exposition of their scientific work. Honors were about even and there was sufficient to redound to the credit of both ape and child. The end result is an increased comprehension of the infantile reactivity to the various stimuli which their world offers. There is greater understanding of the effects of environmental influences upon early child behavior.

New York City IRA S. WILE, M.D.

Sex and Marriage

RADIANT MOTHERHOOD, *by Marie Carmichael Stopes. Putnam. 252 pp. Price $2 postpaid of The Survey.*
THE STORY OF SEX, *by Helena Wright. Vanguard. 167 pp. Price $2 postpaid of The Survey.*
THE HYGIENE OF MARRIAGE, *by Millard S. Everett. Vanguard. 256 pp. Price $2.50 postpaid of The Survey.*
THE SEX TECHNIQUE IN MARRIAGE, *by Isabel Emslie Hutton. Emerson Books. 160 pp. Price $2 postpaid of The Survey.*
PREPARATION FOR MARRIAGE. *Edited by Kenneth M. Walker. Introduction by Logan Glendening. Norton. 175 pp. Price $2 postpaid of The Survey.*

IN OUR generation no department of science has gained such sweeping victories as the field of sex. Until less than twenty-five years ago theology, often written by unmarried men, dogmatically dominated the thinking and actions of millions of people. The very subject of sex was taboo and as late as twelve years ago, New York police officials had the audacity to break up an educational meeting which dealt with birth control. Science, with unquestioned medical information, is taking its rightful place as the guide for brides and bridegrooms. The obscenity-seekers have been displaced by liberal courts, and the dogmatic censors both by lectures spreading necessary sex information and clean books to

BOOKS THAT LIVE ON FOR THE SOCIAL WORKER

The Dynamics of Therapy
IN A CONTROLLED RELATIONSHIP

By Jessie V. Taft, A.B., Ph.B., Ph.D.

The book is of interest to psychiatric social workers for several reasons, chief of which is that the author's experience includes that of an analyst and of a case supervisor in a social agency, and much of the book was written with social workers' treatment problems in mind. To read it thoughtfully constitutes a growth of experience, whether or not one agrees with its Rankian theory. — *Amer. Assn. Psychiatric Social Workers-News Letter.*

THE MACMILLAN CO. ▪ New York ▪ $2.50

"A decade hence there will be Socialists who will turn to it in assessing the views of the present period."

Socialist Planning and a Socialist Program

A Symposium edited for the L. I. D.
by HARRY W. LAIDLER, Ph.D.
With an Introduction by Norman Thomas
$2.00

"Sets up a concrete goal toward which an increasing number of intelligent men and women may strive." — *The Call of Youth*
"Interesting to all who are interested in Government." — *Montgomery, Ala., Advertiser*
"A penetrating look at the present American economic tangle." — *Columbia Missourian*

FALCON PRESS, Inc., 330 West 42nd St., New York, N. Y.

DIRECTORY OF SOCIAL AGENCIES NEW YORK

39th ed. 1932-33

A consolidated, classified and descriptive directory of social agencies serving the City of New York. The handbook of social workers, teachers, doctors, lawyers, donors, and others in need of information as to the social service resources of New York. For fifty-one years one of the activities of the Charity Organization Society.

850 *pages* *Cloth* $3.00

Published by the
CHARITY ORGANIZATION SOCIETY, 105 East 22nd St., New York

Studies in the Practice of Social Work

No. 1. INTERVIEWS — A Study in the Methods of Analyzing and Recording Social Casework Interviews. $1.00

No. II. SOCIAL CASEWORK — Generic and Specific. A Report of the Milford Conference. $1.00

No. III. SOCIAL WORK ETHICS — Lula Jean Elliott. $.50

AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 East 22d Street, New York

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

guide our young. These five volumes tell how swiftly we have overthrown the rule of theology.

Marie Stopes, in Radiant Motherhood, has written an inspirational rather than informational volume for those who are about to enter the married state. She brushes aside the argument about delicacy and substitutes loving relationship, based on scientific knowledge, between husband and wife. The book offers a sane outlook for bridal couples and is to be warmly commended.

The Story of Sex deals interestingly with the physiology of human relations. First, the reproductive organs of plants are clearly outlined, then those in animals and finally of human beings. For students wishing a comparative study of the three groups, this book will prove valuable because of its clear style and detailed information. And it is needed if, as the author states, "ninetenths of the educated and cultured women, anticipating motherhood, are . . . grossly ignorant of the rudiments of anatomy and physiology."

The Hygiene of Marriage deals admirably with a wide variety of sex questions. That a YMCA leader should write this frank and well-nigh cyclopaedic volume, only adds to its intrinsic value. Brides and grooms who read these pages will become better wives and husbands because they will obtain a deeper understanding of life's physiological problems. The number of divorces resulting from ignorance of sex matters is beyond belief. This book offers practical knowledge to prevent life's tragedies.

In The Sex Technique in Marriage Dr. Hutton holds that a proper understanding of the physiological and psychological processes of marriage would prevent much of the unhappiness and general ill health in married people that leads to domestic tragedies. This book reverently furnishes that information which parents might be expected to offer their children just prior to marriage. The entire sex problem, when properly understood after reading these pages, tends to deepen love instead of causing marital friction.

Preparation for Marriage is based upon studies made by the British Social Hygiene Council and supported by the Lambeth Conference of 1930, a church group which openly favored birth control. It looks at society from the sociological angle. Marriage is a necessary institution and those entering it are furnished wise counsel by competent authors. Scientific information, judiciously furnished and clearly expressed, is the dominating feature of this book.

If every bride would devote a fraction of as much time to reading sex books as she does to the preparation of her trousseau, and every groom would seek scientific sex information as carefully as he attends to the details of the honeymoon, the ratio of happy marriages would tremendously increase. These books—five new ones in an ever widening library—furnish much practical information.

RUDOLPH I. COFFEE

Minister First Hebrew Congregation, Oakland, California

Test-tube of Migration

SEA ISLAND TO CITY, *by Clyde Vernon Kiser. Columbia University Press. 272 pp. Price $3.50 postpaid of The Survey.*

ST. HELENA is one of the larger sea islands off the coast of South Carolina, known to readers of Miss Cooley's articles in Survey Graphic as the stage of the scheme of community education carried out by Penn School, of which she is principal. During the Civil War, the island was taken over by Federal forces, the plantation system was left at loose ends, and the Negro fieldhands suddenly set free and forced to earn their living by their own initiative on land sold to them in small lots. Life on the Island has been meager for them ever since. Nowadays usually at least one member of a family goes over to the mainland each year to pick up a few dollars with which to pay taxes. But the two most adverse conditions, race friction and farm tenancy, have been absent. Because of this situation, Dr. Kiser chose St. Helena as a test-tube in which to investigate the other causes of the northern and urban movement of Negroes. What, then, has caused the population to shrink from its highest point of 8285 in 1900 to 4458, in 1930? He studied the migrants first in their rural setting and then in their present homes in such centers as Harlem, Boston and Philadelphia.

The underlying causes for departure were found to be "practically the same as those for the general drift of young people, white and colored, from the farms of various sections of the country": increased industrialization, the breakdown of rural isolation, dissatisfaction with home conditions "intensified by the knowledge that friends are 'making good' in the cities." Still he finds "the immediate causes of migration are usually specific and concrete incidents." In spite of the fact that St. Helena crops have suffered from two hurricanes and the boll-weevil, the migrations have not taken place immediately but after a period of losing hope of improvement.

Dr. Kiser notes that, although the earlier migrants came by stages, that is, from farms to village, to town, to city, to metropolis, the more recent migrations have been predominantly direct and the migrants have followed their predecessors to the established destinations. In fairly recent years, Boston, Philadelphia and Charleston have declined as such. Savannah and Harlem are the two principal localities to which the Islanders move.

The author presents an interesting tally of the relative gains and losses of the migrants. Whether they will be happier and play a larger part in the activities of their communities in the city or on the Island is an individual problem. "On the whole," he holds, they "have not uniformly bettered their economic and social status."

New York

RICHARD P. KELLOGG

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

THE GIRL AND HER JOB, *by Esther Eberstadt Brooke. Appleton. 137 pp. Price $1 postpaid of The Survey.*

A COMPACT and sensible little vocational guidance handbook, particularly helpful to a girl in quest of her first job.

SOCIAL PROBLEMS AND SOCIAL PROCESSES, *edited by Emory S. Bogardus. University of Chicago Press. 154 pp. Price $1.50 postpaid of The Survey.*

SELECTED papers from the Proceedings of the American Sociological Society, 1932, by Emory S. Bogardus, H. A. Miller, J. L. Hypes, Susan M. Kingsbury, E. H. Sutherland, N. L. Sims, F. A. Ross, C. N. Reynolds, E. B. Reuter, Read Bain, Earle E. Eubank, F. Znaniecki, P. Sorokin and R. M. MacIver.

A MODEL CITY CHARTER, *National Municipal League, 309 East 34 Street, New York City. 96 pp. Price $1.*

THE fourth revised edition of a standard guide. The chief modifications in the new model charter are sections relating to the department of finance, complete revision of the sections on city planning and zoning and the appearance of provisions for slum-clearance and blighted areas.

THE GIRLS CAMP, *by Abbie Graham. Woman's Press. 148 pp. Price $1.50 postpaid of The Survey.*

A USEFUL volume based on the author's experience with more than four thousand girls in many kinds of camps. It is clear and practical and sticks throughout to "the essence of the matter, that is, what campers desire of a vacation and how their desires may be attained."

BIBLIOGRAPHY OF PUBLIC ADMINISTRATION, *by Sarah Greer. Institute of Public Administration, Columbia University. 90 pp. Price $1.50 postpaid of The Survey.*

PART I—dealing with the general literature on the subject—of a larger volume on the bibliography of public administration to appear within a year. The complete work will be an expansion of a similar bibliography compiled by Miss Greer in 1926 and will include foreign titles not listed in the earlier edition.

HOW CITIES CAN CUT COSTS, *by Clarence E. Ridley and Orin F. Nolting. International City Managers Association, 923 East 60 Street, Chicago. 58 pp. Price $1.*

IN THIS volume the editors of Public Management offer practical

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

suggestions as to how cities can cut operating costs through the elimination of waste, the adoption of approved governmental organization and administrative practice by allocating the dollar where it will bring the greatest social return, i.e., through the application of the principle of constructive economy.

CERTAIN SAMARITANS, *by Esther Pohl Lovejoy, M.D. Macmillan. 644 pp. Price $3.50 postpaid of The Survey.*

A NEW and enlarged edition brings the stirring story of the service of the American Women's Hospitals in the Near East. Dr. Lovejoy, general director of the American Women's Hospitals at home and abroad for the past fourteen years, is a former president of the Medical Women's International Association and of the Medical Women's National Association.

PERSONNEL ADMINISTRATION: Its Principles and Practice, *by Ordway Tead and Henry C. Metcalf. McGraw-Hill. 519 pp. Price $4 postpaid of The Survey.*

A THIRD and thoroughly revised edition of the standard work on its subject. It reckons with the depression and centers its discussion on "the real problem" underlying personnel administration thus stated: "Under what conditions of personal attitude and of economic and corporate organization are people likely to be disposed to work happily and to best advantage together in creating the goods that we need?"

CITY MANAGER YEAR BOOK, *edited by Clarence E. Ridley and Orin F. Nolting. City Managers Association. 352 pp. Price $2 postpaid of The Survey.*

IN ADDITION to the proceedings of the last annual conference of the International City Managers Association, the Year Book as usual contains other pertinent information, including twenty short articles by experts in municipal administration which form a résumé of significant developments in city government during 1932, and directories of city-manager cities and city managers.

THE DISABLED MAN AND HIS VOCATIONAL ADJUSTMENT, *by Roy N. Anderson. Institute for Crippled and Disabled, 400 First Ave., New York City. 102 pp. Price $1 postpaid of The Survey.*

"THE PROBLEM of the handicapped man is not so much his inability to perform work as it is to get a job," Mr. Anderson declares, analyzing the records of more than 4000 men known to the Employment Center for the Handicapped between 1917 and 1930. These men held 635 different types of jobs, that is, 70 percent of the occupations listed by the Census. A classification of jobs according to disabilities and a selected bibliography add immediate practical value to this detailed, discriminating and encouraging survey.

CAREERS AHEAD, *by Joseph Cotler and Harold Brecht. Little Brown. 312 pp. Price $2.50 postpaid of The Survey.*

WELL written and versatile, this volume by two highschool teachers should help uncertain youngsters make up their minds at least as to the direction in which to turn toward a life-work. The chapter on The Social Worker seems particularly sound in its insistence on aptitude plus training: "The social worker must be born and made." The illustrations are from excellent photographs but the captions are not always accurate. It is not clear, for instance, whether the "Social Worker" is the lady in the fur tippet, the nurse in her uniform or the baby in the scales and, in the chapter on Printing, the "Typesetter" is obviously a make-up man.

THE HOUSE OF THE PEOPLE, An Account of Mexico's New Schools of Action, *by Katherine M. Cook. Superintendent of Documents, Washington. Price ten cents.*

IF THIS were issued by the U. S. S. R. we should all be hailing its interesting format, its delightful black and white decorations (borrowed from Mexican schoolbooks), the clear and pleasant style in which it is written, the stimulating suggestions it offers to teachers, parents and public-school officials. This paper-bound book of 70 pages tells the story of the schools growing up in Mexico, deeply rooted in the life and culture of the people. It outlines the part played by the local communities and by the central government, and shows what the schools mean to the country and to the children themselves. From its pages emerges a picture of Dr. Moisés Sáenz as a great educator and leader. It is a stirring story, beautifully told. It is offered by our own Office of Education, not Soviet Russia's, and so it is unlikely it will have the reading and appreciation it deserves.

COMMUNICATIONS

Prohibition and Politics

TO THE EDITOR: The merits of prohibition were all to the good of the masses, prohibition, according to a wet survey, having reduced drink consumption 40 percent; according to a government survey, 60 percent. Yet the fiat went forth to destroy it, first by pitiless publicity; second by capturing both parties, and through party-lash methods disfranchising vast dry districts, notably the South.

Up to around 1928, prohibition was coming, not going. It had against it liquor interests, city machines with their trail of underworlds, and that portion of the rich that always fights reform. But against these forces the little white churches on the village greens and the welfare workers of the city marts could hold their own. But when a former partner in a big banking house suddenly ran as a wet for the United States Senate, the drys feared that they were going to have against them a new enemy, what we loosely call Wall Street as against Main Street. Among themselves they said, "Can the churches and welfare groups of the nation stand against high finance allying itself with the city machines; against an upper-underworld, eastern, wet coalition?"

What did prohibition do to high finance that made it determined to "remove it from politics"? It broke up that precious thing to big business, political control; sent to legislatures and Congress too many outsiders who would not play the game of big business. Said a newspaper close to the financial interests, "Prohibition must be repealed because it breaks up party solidarity and sends blatherskites to high office." (A blatherskite, we take it, is an outsider, not obedient to public utility and other barons.) From 1928 on it was common talk that prohibition had become of such "political moment" that it had got to be "got out of politics." Never such an example, says the country editor, of the power of money to impose its will on the people as this wet drive; anti-prohibition sold precisely as a cigarette is sold, ceaseless advertising till you create a man in a fever; all he knows is that he is designed by what he thinks is Heaven but what in reality is big business to do the bidding of the latest front-page headline. The tragic thing is that the South and West play the wet game, never dreaming that the real political end of this wet game would be to put them, the agricultural states, on the political shelf.

Prohibition will come back because in the end an economic idea fights its way to the front. It will come out of the agony of women and little children, now on its way to the city sidewalks through the return of the saloon; out of the uprising of underworlds, for make no mistake, repeal is added power to the gangster. Said the king of the Chicago bootleggers, according to an Associated Press dispatch, "Anyone who says I am dry is all wet. It would be better if prohibition were out of the way. There would be more profits." Better for the gangster, but for women and children, tragic; for the South and West, political suicide! If the nation is still virile, prohibition will revive as abolition revived in eight years after both parties shelved it (1852). If, however, the United States is no longer virile,—but this I do not concede.

ELIZABETH TILTON
Chairman Women's National Committee for Education Against Alcohol

Denver to the Sea

TO THE EDITOR: You may be interested to know that the Department of Social Work of the Graduate Schoo! of the University of Denver is now a member of the American Association of Schools of Professional Social Work, formal action having been taken at the meeting in Detroit in June. This department was organized in January 1931 and now offers a two-year course leading to the master of arts degree. This is the only recognized school of social

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

CLASSIFIED ADVERTISEMENTS

Rates: Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

WORKERS WANTED

Experienced Chest executive for rest of 1933, permanent position possible. Campaign in November. State age, training, experience, present salary and salary expected. COMMUNITY CHEST, St. Joseph, Mo.

WANTED, a man to do boy's work in a Jewish institution, sixty miles from New York City, caring for anemic and undernourished boys. Answer should give training, experience and salary desired. 7155 SURVEY.

WANTED: Supervisor of case work for social service department of a general hospital. Must be college graduate with certificate from school of social work and experienced. Salary $2400. 7156 SURVEY.

SITUATIONS WANTED

WANTED: Position as Executive Secretary. Eight years present position. Experienced organizer, Children's, Family and Girls' welfare work. 7148 SURVEY.

Woman with M.A. degree, three years' graduate study, experience in teaching and social service, wishes teaching or administrative work, preferably with girls or young women. 7149 SURVEY.

Young woman, twenty-six, single, A.B. and two years nurses' training. Experience includes traveling with patient, department store and office work. South in winter. Temporary or permanent. References. 7150 SURVEY.

SOCIAL WORKER now employed as Executive Secretary, County Welfare, R. F. C., desires change September 1st. References. 7151 SURVEY.

WOMAN (Jewish) experienced immigrant education and physical welfare, desires position. 7135 SURVEY.

WANTED: Position in Family Welfare Work, child placing or Traveler's Aid by experienced social worker. Preferably South or West. 7157 SURVEY.

ADMINISTRATOR'S GUIDE

ENGRAVING

THE HUGHES ENGRAVING CO., INC.

Photo Engraving Specialists. 140 Fifth Avenue, New York City. Plates that print. Ask The Survey about us. Platemakers for Survey Midmonthly and Survey Graphic.

SUPPLYING INSTITUTIONAL TRADE

SEEMAN BROS., Inc.

Groceries

Hudson and North Moore Streets New York

LITERARY SERVICE

RESEARCH: We assist in preparing special articles, papers, speeches, debates. Expert, scholarly service. AUTHOR'S RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

SITUATIONS WANTED

Young man, married (A.B., M.A. degree), 10 years experience as conservative and reformed congregation cantor. Hebrew teacher. Spiritual advisor in an institution. 7153 SURVEY.

College woman, 37, M.A. Possesses tact, adaptability, social understanding. Best references as an editor, college teacher and administrator. Wants work. 7154 SURVEY.

IS THERE AN ORGANIZATION with an opening for a young man who has prepared himself for work in the social-religious field (A.B., B.D.)? Social work experience and executive ability. 7114 SURVEY.

WOMAN, American Hebrew, social work training and experience, desires position institution, school or camp. Thorough knowledge dietetics, purchasing supplies, managing helpers. 7134 SURVEY.

Your Own Agency

This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing. National. Non-profit making.

Joint Vocational Service

(Agency)

130 East 22nd St. New York

GERTRUDE R. STEIN, Inc.
VOCATIONAL SERVICE AGENCY
18 EAST 41ST STREET, NEW YORK
Lexington 2-6677

We are interested in placing those who have a professional attitude towards their work. Executive secretaries, stenographers, case workers, hospital social service workers, settlement directors; research, immigration, psychiatric, personnel workers and others.

PAMPHLETS

Rates: 75c per line for 4 insertions

The World Crisis. Problems confronting you. 15 cents postpaid. Stephen Kisel, 610, 7 East 42nd St., N. Y.

Depression Reduction, **The Sex Side of Life, An Explanation for Young People** by Mary Ware Dennett. Single copy $.25 instead of $.35; 5 copies $1.00 instead of $1.67. 100 copies $15.00 instead of $20.00. Lower rates for larger quantities. Order from the author, **81 Singer Street, Astoria, Long Island, New York City.**

PERIODICALS

The American Journal of Nursing shows the part which trained nurses are taking in the betterment of the world. Put it in your library. $3.00 a year. 450 Seventh Ave., New York, N. Y.

Mental Hygiene: quarterly: $3.00 a year; published by the National Committee for Mental Hygiene, 450 Seventh Ave., New York.

work in the area between the Mississippi and the Pacific. Students are given the basic preparation to equip them for any field of social work. The curriculum includes courses in social case work, essentials of medicine, law, public welfare administration, psychiatry, community organization, history of social work, methods of social investigation, child welfare and so on. Field work in family, children's and psychiatric agencies is conducted under the supervision of members of the faculty of the university, who are experienced social workers, and each student secures some practice in social research within the field of public welfare and social work.

G. ELEANOR KIMBLE

Director Department of Social Work

The Quakers Carry On

TO THE EDITOR: I should like through your paper to express our deep appreciation of the generous gifts of clothing and money from church people all over the country to the Coal Areas Relief Committee of the Federal Council of Churches. It will interest you to know that we have received contributions from forty-seven states and one contribution each from Siam, China, West Africa, Panama and Cuba.

The Quakers are carrying on their work this summer as extensively as funds continue to be received. Subsistence gardens are helping to relieve the immediate feeding program; but the distribution of milk to nursing mothers and little children must continue. The rehabilitation projects are not only continuing to provide a means of self-support to some unemployed miners, but are raising the morale of whole communities. Two special units, each consisting of seven trained workers, are established in Boone County in West Virginia and Letcher County in Kentucky, to promote the social and religious life of the communities and to experiment with adult education under the direction of a professor from the University of Syracuse. One of each unit is a medical student, who will study the possibilities of carrying on a health program in these isolated places.

With a complete realization that relief of a temporary nature cannot continue indefinitely, the Quakers are establishing a more constructive long-time program of rehabilitation for miners who probably will never again be needed in the mines and with this in mind are planning a significant program for next year. We shall make an announcement of this program in the fall and feel sure that our interested friends will want to continue their cooperation with us and help us extend the interest to a larger group of people.

JAMES MYERS

Industrial Secretary, Federal Council of the Churches of Christ in America

Humanology

TO THE EDITOR: I have just read your June Survey and Survey Graphic, and the contents of these magazines add a new coloring to a dismal picture of our present civilization. With more schools, colleges and churches than ever before, bigger court-houses and more lawyers and officers than in any time in the past, crime and offenses against common honesty have increased possibly a thousand percent in twenty-five years!

What is the *cause* of these signs of decay of those noble principles which make great men? Why this falling down of morals? Science has developed machines and instruments to multiply our wealth and pleasure to the *n*th degree, but what has it done to develop the desires, faculties and emotions which make noble men and women? What individual or organization is interested in developing the science of *humanology?* There is a cause of all conditions. Why not study the cause and remedy it? Why not stop the leak in the dike?

EUGENE LANKFORD

Cisco, Texas

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

GOSSIP: of People and Things

Calling the Roll

A CONTINUOUS trickle of good news comes from Washington and the states in the appointment of men to meet the emergency whose skill and probity carry hopeful conviction. The Home and Farm Mortgage Advisory Committee, recently appointed by Governor Lehman for New York State, is headed by Lucius R. Eastman, president of Survey Associates and former president of the Merchants' Association of New York and includes in its membership other names long familiar to Survey readers: George W. Alger, New York City; Meyer Jacobstein, Rochester; Susan Brandeis, Judge Franklin W. Hoyt, Morris Ernst, Raymond V. Ingersoll and Dr. John Lovejoy Elliott, leader of the Ethical Culture Society, all of New York City.

From Washington comes word of the appointment by Secretary Perkins of Isador Lubin, of the staff of the Brookings Institution, to the important position of commissioner of the Bureau of Labor Statistics. Prof. William Leiserson of Antioch College, a past-master in the art of industrial arbitration, is in Washington as a liaison officer between the labor board of the National Industrial Recovery Administration and its other branches. Our contributing editor, Robert W. Bruère, heads the Stretch-Out Committee of the Textile Branch of the NIRA.

The past few weeks have seen practical completion of the major personnel of the staff of the Federal Emergency Relief Administration. Since the announcement in the July issue of Robert W. Kelso, Rowland Haynes and Pierce Williams as field representatives, Harry L. Hopkins, administrator, has appointed three additional field men. Sherrard Ewing, formerly executive general director of the National Association of Travelers Aid Societies, is covering Iowa, the Dakotas, Nebraska, Minnesota, Kansas and Missouri. Alan Johnstone, who came to the staff from the directorship of the South Carolina Emergency Relief Administration and has had long field experience with the Association of Community Chests and Councils and the President's Organization on Unemployment Relief, is working in Maryland, Florida, Georgia, North and South Carolina, Virginia, the District of Columbia, Puerto Rico and the Virgin Islands. Aubrey Williams, who had been working with the American Public Welfare Association in the establishment of state welfare departments, is on deck in Alabama, Louisiana, Mississippi, Arkansas, Oklahoma, Texas and New Mexico.

The secretary of the Administration is Bruce McClure, formerly with the publishing house of Harper and Brothers and for four years managing editor of the Elks' Magazine. Corrington Gill heads the statistical and research staff. Mr. Gill came from the Federal Employment Stabilization Board where he established the statistical division that became a national focal point for information on public works and advanced planning of federal construction projects.

Mr. Gill has as his assistants, Paul Webbink, formerly research economist with Senator Robert M. LaFollette, Jr., Emerson Ross, who was assistant statistician for the Reconstruction Finance Corporation, and Charles F. Beach, formerly with the U. S. Census Bureau. Two special statisticians are assisting Mr. Gill in the field: Charles L. Knight of the Department of Economics, University of Pennsylvania, and Robert B. Watson who is making special administrative studies. Mr. Watson was formerly with the Industrial Section of the Chicago Tuberculosis Institute and before that did research and field organization service with the National Tuberculosis Association. Special research studies are being carried on by Alfred Briggs, formerly with the Community Council of Philadelphia. Hugh R. O'Donnell, formerly with the White Motor Company, is personnel officer for the Administration.

Morton M. Milford is the director of public relations. He previously was chief of the Washington bureau of The Louisville Courier-Journal and The Louisville Times, and editor and managing editor of The Miami (Florida) Daily News. More recently Mr. Milford has been in publicity and public relations work in New York. Oliver Griswold is assistant director of public relations. Mr. Griswold has handled governmental public relations in unemployment relief during the entire period of the depression. Before coming to Washington three years ago, he was a public relations counsel in New York.

Piety in New York

A SOLID pillar-ess of the Presbyterian church, visiting from Kansas, accompanied her New York son to inquire about a new beach club.

"We take only Christians," specified the manager.

"Now isn't that splendid," said the pillar-ess, pleased and somewhat surprised at the piety of New York beach clubs. "And do you have services on Sunday?"

THE New York State Department of Social Welfare has published a revised edition, as of April 1933, of the Compilation of Settlement Laws of all states in the union. Copies on request by public and private social agencies from the office of the Department, Albany, N. Y.

MRS. HOWARD S. GANS of New York has resigned as president of the Child Study Association of America after thirty-seven years of service during which the organization developed from a little group of earnest women into an authoritative national organization in the field of parent education. Mrs. Everett Dean Martin, vice-president since 1925, succeeds her.

THREE HUNDRED friends and fellow-workers of Harry L. Hopkins in the New York Tuberculosis and Health Association, the state Temporary Emergency Relief Administration and a raft of other social agencies gave him a grand send-off dinner as he began his work as administrator of the Federal Relief Administration. Everybody was there from the office boy (or more likely girl) of the NYTHA to Governor Lehmann, who said things to make the guest of honor's ears burn and once more bore witness to this popular governor's abiding and informed interest in social welfare. Call it Freudian or funny, New York City's health commissioner evoked an experimental buzzing from the audience when he referred several times to the Temporary Emergency Relief Administration of the state as the TEAR.

The FRA got a brief but wide hearing for its plans in a newsreel issued by Hearst International. Looking big as life, or perhaps a little bigger on the screen, Harry told his story effectively and was applauded in the neighborhood movie-house where this Gossiper heard it.

Professional Candor

AUGUST by its other name of vacation does sound more sweet, and the Westchester County (N. Y.) Department of Health comes out with timely commonsense advice for keeping the bloom on it. Granting that the "somewhat formidable" lists of vacation don'ts usually laid down by health officers are sound and should be followed, the Department finds nevertheless that some over-conscienticus people attempting to obey them all become "like babes in the woods, filled with dread of their surroundings, or like the now famous Mr. Milque-toast, afraid to take the slightest risk." Of course one shouldn't leap from the desk chair to the strenuous life as though this were one's final chance to indulge in hiking, rowing, swimming, golf and tennis. But on the other hand, "No amount of warning, however authoritative, as to the result of over-indulgence in any of them will be of much avail." The criteria of successful vacationing are "a good appetite for food, restful sleep and a feeling of well-being." In menus for attaining these, one man's meat is another's poison. Commonsense is the clue; advice "more or less valueless."

JUST too late for inclusion in the list of those who in June gathered in honorary degrees from here and there, came word of the degree conferred by Elmira College, Elmira, N. Y., on Martha Platt Falconer, "feminist, pioneer in social reconstruction, and international authority in the field of juvenile dependency and delinquency."

A PARENTS' war on radio horrors and crime stories got a setback in Brooklyn recently when a newspaper reporter sent out to interview a United Parents Association mother who had been voluble on the subject caught instead her twelve-year-old son. "You bet I listen to the perfect crimes," he said. "Gee, they're great." The features which Mother had most bitterly condemned were his prime favorites. "Say, I wouldn't miss one of 'em." All of which made good newspaper reading for everyone but Mother.

More Medals

THE Saunders medal "for distinguished service in the cause of nursing has been awarded this year to Clara Dutton Noyes, director of the American Red Cross Nursing Service and chairman of the National Committee on Red Cross Nursing, and a former president of the American Nurses' Association and of the National League of Nursing Education. Medals are hardly a novelty to Miss

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Noyes, who already holds five decorations, including those of the French and Bulgarian governments and the International Red Cross.

"For notable service and achievement in the field of child health" the Philadelphia Pediatric Society has bestowed gold medals on Dr. Samuel McClintock Hamill, long associated with the work of the American Child Health Association, and Dr. Howard Childs Carpenter.

By Way of Progress

TIMES do change and little by little human attitudes, as witness the story relayed to The Survey by Dr. Walter N. Thayer, Jr., New York state commissioner of correction, with assists by Leon C. Faulkner and Leonard W. Mayo of The Children's Village.

Ten years ago Edmund Dwight, president of the Village, invited a judge of the New York Juvenile Court to address the boys "in residence" in the institution. As this judge was responsible for the "residence" of most of the boys whom he was to address he had some slight misgivings, fully justified, it developed. For when he rose to speak he was greeted with a storm of hisses and catcalls which all but drove him from the platform. It was plain that to the boys Hizzoner represented a treatment that they just didn't see.

Ten years later not one but many judges were invited to the Village during the annual conference of the Association of Juvenile Court Judges. The children anticipated the occasion and each was eager to know if "my judge" was expected. On the day of the visit each youngster made a beeline for his own judge to escort him around the grounds and play host generally. But for Gracie, aged eleven, the day was a total loss. She had been assured that her judge was coming, but the day wore on and he did not appear. Came the evening, and the operetta presented by the children with Gracie in the cast. As the last curtain fell, down the aisle darted Gracie to where the director sat among his guests.

"Where's my judge?" she demanded, excitement overcoming embarrassment. "He said he would be here and Miss Brown said I could come down to see him."

"Sorry, Gracie, but he telephoned he couldn't make it. He said to tell you . . ."

But Gracie, dissolved in tears, had fled back to Miss Brown wailing, "My judge didn't come, my judge didn't come."

All of which may not be of vast importance in the sum-total of the world's affairs, but it indicates that to these children, at least, a judge is today more a counselor and friend and less a general enemy than he was ten years and. And this, we submit, is progress.

ROMANCE came hard on the heels of the National Conference in the announcement of the marriage of Ellery F. Reed, director of the research department of the Helen S. Trounstine Foundation in Cincinnati, and Ella Weinfurther, executive secretary of the National Committee on Transients and Homeless.

NEW YORKERS' applause will join with that of Pennsylvanians in the announcement of Governor Pinchot's appointment of Charlotte E. Carr as secretary of labor and industry of Pennsylvania. New Yorkers remember her as acting director of the Women's Bureau of the State Department of Labor, as a researcher in industrial conditions for the New York Charity Organization Society, and in the other positions in industrial and labor fields which she has filled with courage and independence; Pennsylvania knew her as director of women and children in the Labor Department during Governor Pinchot's first administration; then, in his second term, as deputy secretary of labor and industry until the legislature abolished that office, and most recently director of the Bureau of Inspection of the Department. Miss Carr takes the place of Dr. A. M. Northrup, who had charged that she had fomented labor troubles in handling strike situations. Governor Pinchot is quoted by The New York Times as having commented: "Statements about Miss Carr such as Dr. Northrup's are in the nature of a challenge, and any challenge made against the rights of the working people is a challenge that I cannot ignore. In my public life I have not been in the habit of taking dictation from anyone and I am not going to start now." The governor made public a telegram from Frances Perkins, secretary of labor, congratulating him on Miss Carr's appointment and declaring, "In these days of industrial problems which are caused by present conditions and circumstances she will bring to her new position ability, experience and courage."

O Tempus!

THIS one came from Ann Arbor by way of Neva R. Deardorff, who however pins it on Smith College and not on her own Alma Mater.

Said one senior to another, observing the old-girl grads gaily bent on reunion, "Must have been a funny looking lot of girls here in the old days."

"What makes you think so?"

"Haven't you noticed that every time two of these old girls meet they both say, 'Why, you haven't changed a bit. You look just exactly as you did when you were in college.'"

DEPRESSION has not dimmed the fine educational urge of the New York State Department of Mental Hygiene. In the spring of 1932 a six weeks' institute was held for social workers in the institutions under the department's aegis, and this summer a new round appears in grants of leave to assistant social workers to attend summer courses at the Smith College or New York Schools of Social Work. One assistant worker from each school or hospital may go if she can be spared; she has her salary while she is taking the course and her vacation with pay in addition. Practically all the institutions with assistant social workers have managed to let a representative attend.

From the same department comes news of a new mental hygiene clinic in Rome, N. Y., established by Dr. William B. Wright of the Marcy State Hospital and conducted by Dr. H. B. Lang of the hosptial staff. A psychologist and a psychiatric social worker are included on the staff. The clinic is intended primarily for adults "with nervous symptoms" but will also examine some children.

THE American Women's Association is rejoicing in a grant of $5000 from the Carnegie Foundation and $2000 from the Guggenheim Foundation for further research in "the present economic status and outlook for women," including an intensive study of the experience of business and professional women during an economic depression, of professional and personal adjustments, changes in standards of living and vocational trends. The study will be made in cooperation with the National Occupational Conference and Dr. Iva Lowther Peters is serving as technical consultant on plans. The research project will be carried out under the direction of the General Service Committee of the AWA of which Mrs. Mary G. Schonberg is chairman and Harriet Houghton director.

Eaves-Dropper

"YOU say I mustn't say 'damn' but my teacher says it all the time." Mother, according to the League for the Hard of Hearing, didn't pay much attention. Johnny was hard of hearing and had probably misunderstood. But after the third or fourth complaint she questioned some of Johnny's keener-eared classmates. Oh no, they'd never heard teacher use such a word, but she did seem to sort of say things to herself, "not out loud though." What she said was nobody's business —but Johnny happened to be a lip-reader.

THE Massachusetts Institute of Technology announces a two-year course in City Planning to start in the fall under the Department of Architecture. The course is founded on a recognition of the close relation between architecture and city planning and an essential need for study of the social and economic problems in relation to the latter. The course will follow a preliminary study of architecture, and will include vitally essential material in the field of architecture and city planning, some of which, though already handled in a number of other courses, will assume added significance in this proposed closely knit unit. Graduates will receive the degree of Bachelor of Architecture in City Planning.

"OF COURSE I'm only a welfare worker," timidly a young social worker prefaced her remarks at the recent Maryland State Conference, and her refrain sung itself through the entire meeting.

More National Officers

THE National Tuberculosis Association at its recent Toronto session elected the following officers: President, Dr. J. Stuart Pritchard, Battle Creek, Mich.; vice-presidents, George F. Canfield, New York, Dr. H. R. M. Landis, Philadelphia; secretary, Dr. Charles J. Hatfield, Philadelphia; treasurer, Collier Platt, New York.

New officers of the Church Conference of Social Work of the Federal Council of Churches are: Chairman, Rev. John W. Elliott, Philadelphia; vice-chairman, Rev. Irvin E. Deer, Kansas City, Mo.; executive chairman, Rev. Worth M. Tippy, New York; secretary, A. Amelia Wyckoff, New York.

New officers of the Episcopal Social Work Conference are: President, Rev. C. Rankin Barnes, New York; vice-presidents, Rev. Carl Reed Taylor, St. Louis, and Eunice Robinson, Tennessee; secretary, Rev. Claude W. Sprouse, Kansas City, Mo.

American Psychiatric Association: President Dr. George H. Kirby; vice-president, Dr. C. F. Williams; secretary-treasurer, Dr. William C. Sandy.

American Association for the Study of the Feebleminded: President, Dr. Ransom A. Greene; vice-president, Dr. Mary M. Wolfe; secretary-treasurer, Dr. Groves B. Smith.

American Epidemiological Society: President, Dr. E. S. Godfrey, Jr., director of local health administration, New York State Department of Health.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED